LONG-TERM COMMUNITY RECOVERY PLAN

OAKVILLE, IOWA
DECEMBER 2008

Farm in surrounding rural area

ESF #14 Long-Term Community Recovery (LTCR) is a community-focused Federal, State and local initiative. It helps disaster-impacted communities identify opportunities for a more effective recovery, facilitate partnerships that leverage a community's recovery and maximize the use of recovery resources. One (1) of fifteen (15) Emergency Support Functions (ESFs) authorized in the *National Response Framework* that guides the Federal response to disasters with significant impacts, ESF #14 LTCR is a Federal Emergency Management Agency (FEMA) program.

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LONG-TERM COMMUNITY RECOVERY PLAN

OAKVILLE, IOWA
DECEMBER 2008

U.S. Department of Homeland Security
Washington D.C. 20472

FEMA Region VII
9221 Ward Parkway, Suite 300
Kansas City, MO 64114

www.fema.gov

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Muscatine and St. Louis Railroad Depot, Oakville, Iowa, circa 1905
Photograph from the private collection of Richard R. Lehnert

Long-Term Community Recovery (LTCR) Plan (Plan) is a coordinated effort of City of Oakville and surrounding rural residents, Rebuild Iowa Office (RIO) and Federal Emergency Management Agency (FEMA) Emergency Support Function (ESF) #14 Long-Term Community Recovery (LTCR) Branch. ESF #14 LTCR and RIO provided targeted recovery support and technical assistance resources to assist Oakville in identifying community recovery strategies and opportunities.

This *Plan* provides a brief history of Oakville and the effects of the Flood of 2008 on the community. It outlines the process that ESF #14 LTCR and RIO utilized to assist with post-flood recovery and provides specific information for recovery project development and resource identification.

ESF #14 LTCR in partnership with RIO provided convening, coordination, planning and facilitation assistance to identify flood-specific recovery recommendations and strategies. Efforts focused on recovery opportunities that can positively affect recovery and ongoing development. The community considered the options available to relocate or rebuild and determined to move forward with a *Rebuilding Strategy*. Interdependent projects identified by the community and included in this multi-sector *LTCR Plan* can leverage

recovery resources. Recovery projects described in the *Plan* support the premise that if the primary industry in Oakville is going to remain, Oakville must recover as a viable community to support its primary business base. For Oakville to be viable, the primary industry must remain in town. To ensure a successful community, recovery projects include redeveloping a cohesive community with a smaller footprint, re-establishing small businesses and attracting customers from around the region to support them, establishing a public safety program and ensuring reliable emergency service and farm-to-market transportation service along Oakville's primary access road.

TriOak Foods corn ground storage

Abandoned barn in surrounding rural area

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Oakville team, circa 1939
Photograph from the private collection of Richard R. Lehnert

Oakville Stork Brothers Mercantile Store, circa 1899
Photograph from the private collection of Richard R. Lehnert

Main Street looking north, circa 1946
Photograph from the private collection of Richard R. Lehnert

OVERVIEW

Oakville, Iowa, lies on the west bank of the Iowa River, five (5) miles south of where the Iowa and Mississippi rivers join. The levee protecting Oakville and Eliot and Huron Townships, constructed in the early 1900s, is just over seventeen (17) miles long. Before 2008, the most recent flood occurred in 1946 when an ice jam on the Iowa River caused minor flooding at the eastern edge of town. In 1967, the U.S. Army Corps of Engineers (USACE) completed a five- (5) year project improving the levee. Since then, it has kept Iowa River floodwaters out of Oakville.

In late May and early June 2008, floodwaters rising in the Iowa and Mississippi rivers put Oakville and the bottomlands in jeopardy. On Saturday, June 14, 2008, water overtopped a length of approximately 4,500 feet of the levee causing a catastrophic breach. All one hundred seventy-two (172) homes in town and thirty (30) farm homes between Oakville and the Hawkeye-Dolby Diversion Ditch (locally known as the Big Ditch) were flooded. Floodwaters inundated homes and businesses to depths between two (2) and seven (7) feet. In the eastern portion of the bottomlands near the Mississippi River, the water was as deep as twelve (12) to fourteen (14) feet. Floodwaters remained for as long as a month, while portions of farmlands remained inundated for months as the pump stations that normally keep the area dry were destroyed.

Construction of levees and arrival of the railroad in the late 1800s enabled Oakville's incorporation in 1902. As agriculture in the rich floodplain thrived, so did Oakville. During the first half of the twentieth century, Oakville was a local commercial center. Russell Street was the location of numerous businesses including a grocery store, gas station, restaurant, the Opera House, post office and bank. Area farmers would travel to Oakville on Wednesday and Saturday nights when stores stayed open late.

In 1971, the last train rolled out of Oakville; the railroad was sold and abandoned. The ferry that started operation in 1834, providing transportation across the Mississippi River from New Boston, Illinois, to a landing near the mouth of the Iowa River closed in 1973. Fewer people frequented local businesses and by the 1970s, downtown consisted of only a few small establishments. In 1980, Oakville School closed and students began attending class in Wapello or Mediapolis. From 1980 to the present the population has been in decline.

With the Flood of 2008, the community has an opportunity to evaluate priorities for its future. This document reflects Oakville's vision and identifies strategies that can help the community achieve this vision.

Louisa County, Iowa

LOUISA COUNTY

Louisa County is located in the southeastern corner of Iowa between Muscatine and Des Moines counties. Early settlers chose Louisa County for the fertile farmland at the confluence of the Iowa and Mississippi rivers. Largely agricultural, Louisa County is a mix of rolling hills, terraces, bluffs and expansive floodplain. Louisa County has four hundred eighteen (418) square miles of land with a 2000 U.S. Census population of 12,183. Established in 1836, the largest population center in Louisa County is the County seat, Wapello, with a population of 2,124 in 2000. Major employers are primarily based in the agriculture sector and include farms, TriOak Foods and Tyson Foods.

HOW TO USE THIS DOCUMENT

This *Long-Term Community Recovery (LTCR) Plan (Plan)* for Oakville serves as a guide to community recovery decision-making. It is intended that local governing bodies coordinate LTCR identified strategies, initiatives and projects and identify implementation priorities.

This *Plan* is not a set of specific recovery instructions. Recovery specifics change over time and recovery activities evolve as initiatives are undertaken or as more details become known. It is important to be flexible and assess changes based on the community's vision for its recovery and overall principles of the LTCR process.

This *Plan* will guide the residents of Oakville and the surrounding rural areas of Eliot and Huron Townships as they make decisions related to flood recovery. *Oakville Community Vision Committee*, Mayor, City Council and the Rebuild Iowa Office (RIO) collaborated to develop the *Plan*. ESF# 14 LTCR Team (Team) facilitated the creation of an *Oakville*

Community Vision Statement along with goals and objectives for the community. This *Vision Statement* guided the identification of recovery projects and the ESF #14 Long-Term Community Recovery (LTCR) planning process provided further detail. The LTCR team analyzed the impact of each project on overall recovery and assigned a Recovery Value to guide community implementation.

Evaluation and feedback are key components of the LTCR planning process. Community implementation will include tracking and evaluating progress with the *Plan* and communicating success to stakeholders and the public. It is recommended that Oakville identify someone to manage and lead implementation of action steps detailed in this *Plan*.

In addition to an overall leader (sometimes called an implementation coordinator), each of the strategies, initiatives and projects or tools will require someone who assumes ownership of the project to ensure it moves forward. That person is often called a project champion. In some cases, the project champion and implementation coordinator may be the same. In most instances it is beneficial to have someone who is familiar with the strategy, initiative or project and able to work with appropriate entities needed to accomplish the work. A project champion may be an individual or agency, although one person should be the designated contact if the champion is an agency or organization.

While City of Oakville will be the primary users of this *Plan*, State and Federal partners in the long-term recovery effort may also use this document to assist in community recovery. Various State and Federal agencies may be key to acquiring needed funding for project implementation and project write-ups may be instrumental in determining appropriate agency match and addressing funding eligibility criteria. This *Pla*n can help in meeting those requirements.

View from the grain elevator looking west morning after the flood
Courtesy of Fred Bakerink

Oakville levee breach with Iowa River bridge in background

View from the grain elevator looking south morning after the flood
Courtesy of Fred Bakerink

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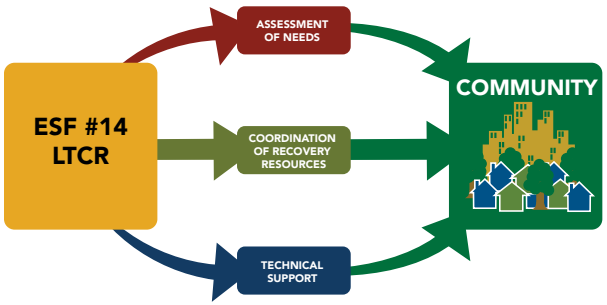

COMMUNITY-BASED SUPPORT

ESF #14 Long-Term Community Recovery (LTCR) support is a partnership with State and local governments. Experienced recovery professionals, aided by subject-matter experts, use a community assessment process to determine whether a community would benefit from LTCR support. Assessments consider pre-disaster conditions, disaster impacts and post-disaster capacity (remaining staff, functioning workspace, existing building codes, etc.) to manage recovery. Assessment results help guide how assistance might benefit a community and the potential level of support needed.

ESF #14 LTCR in partnership with Rebuild Iowa Office (RIO) determined that ten (10) Iowa communities, including the City of Oakville, would benefit from additional recovery resources. ESF #14 LTCR offers several levels of support. Level of support is determined in partnership with the State and local community based on community need, willingness to participate and capacity to respond to the impacts of the disaster.

The extent of damages sustained in Oakville indicated that ESF #14 LTCR would provide a targeted approach to the community, including technical and planning assistance.

The process provided information to local officials to make informed decisions about the most efficient manner for rebuilding and recovery. In addition, ESF #14 LTCR provided assistance for organization and coordination of community recovery and the identification of LTCR projects.

WHAT IS AN ESF #14 LTCR PROJECT?

ESF #14 LTCR projects help communities recover from a disaster. Individual projects aim to achieve the community's post-disaster vision and, when viewed in a broad context, may have an impact beyond their original scope or purpose. Identified within this document are projects that build the foundation for community recovery. Project write-ups identify existing conditions and include a project description, the goal of the project, a list of action steps and when available, a preliminary cost estimate to serve as a guide for initial budgeting purposes. In all cases, individuals and organizations within the community are urged to coordinate and cooperate with the County, the regional council of governments and RIO for assistance throughout the implementation phase.

Every ESF #14 LTCR project has a Recovery Value. Recovery Value is the designation assigned to a project that indicates its ability to help stimulate a community's recovery from a natural disaster or incident of national significance. Projects that positively contribute to recovery typically address a broad range of issues that encourage a functioning and healthy economy, support infrastructure optimization, encourage a full range of housing opportunities and enhance the sustainability of the community. Following is an explanation of the four (4) Recovery Value designations.

High Recovery Value Project

Projects assigned a High Recovery Value are catalysts and serve as important building blocks for recovery. Typically, a High Recovery Value project will:

- Fill a post-disaster community need.
- Leverage resources and create linkages to other projects.
- Be related to physical damage from the disaster.
- Encourage private investment.
- Have strong community support.
- Have access to resources needed to carry out the project.
- Be realistic in its outcome.
- Use resources wisely.

Moderate Recovery Value Project

Moderate Recovery Value projects have clear and positive impacts on recovery, but by their nature are limited in scope, span, impact or benefits and have less than community-wide significance and/or support. Moderate Recovery Value projects are typically related to the physical damage from the disaster.

Low Recovery Value Project

Low Recovery Value projects may not have a direct link to the disaster and its damages but still play a role in the recovery process. These projects often have less public support, and/or provide few, if any, identifiable benefits to the community's disaster recovery.

Community Interest Project

Projects that are Community Interest may be extremely important to a community while not meeting the criteria that defines projects with High or Moderate Recovery Value except that they have significant public support.

WELCOME TO OAKVILLE

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View of Russell Street

ENVISIONING A NEW OAKVILLE

This *Long-Term Community Recovery (LTCR) Plan* (*Plan*) is a community-driven document and reflects ideas and priorities expressed by the community for long-term recovery from the Flood of 2008. The recovery vision, strategies and projects presented in this *Plan* are based on input received from the community recovery process aided by an experienced ESF #14 LTCR Planning Team (Team), Rebuild Iowa Office (RIO) and the Southeast Iowa Regional Planning Commission (SEIRPC).

Shortly after the floodwaters receded, members of the community were at odds about the future of their community. Some residents wanted to relocate the town, while others wanted to rebuild in the current location. A group of residents organized to more fully consider the relocation options and explore funding solutions while other residents began the long process of rebuilding their homes.

VISION COMMITTEE AND RECOVERY TASK FORCE

Oakville Community Vision Committee (Vision Committee) appointed by the Mayor and City Council was formed in August 2008. The *Vision Committee* supported by the LTCR Team, hosted a series of *Community Meetings*, a *Design Workshop* and *Open House*. After the first *Community Meeting*, a *Recovery Task Force (Task Force)* formed. The *Task Force* was divided into five (5) *Work Groups*. Elected officials participating in the LTCR process include the Mayor and City Council. These groups met weekly during the planning process and were active participants in the community-wide public events.

Representation on the *Vision Committee* included a member from the major business in town (TriOak Foods), two (2) residents who were rebuilding and two (2) community members who were relocating. *Vision Committee's* primary focus was to bring the community together to develop a vision that would guide and benefit residents. The *Vision Committee* met weekly and hosted events that provided residents an opportunity to discuss issues important to Oakville's long-term recovery, identify alternative futures and define recovery projects that would benefit both those relocating and those rebuilding.

Over one hundred-forty (140) residents attended the first *Community Meeting* held September 23, 2008. In small group discussions, participants identified issues and needs and discussed what they loved about Oakville. This input helped the *Vision Committee* draft a vision statement. Attendees were invited to participate in the community's recovery process by joining a *Work Group*. Thirty (30) attendees signed up to participate among five (5) *Work Groups* to focus on key areas:

- Alternative Futures
- Housing + Community Plan
- Business + Economic Development
- Infrastructure + Transportation
- Public Safety + Community Services

Recovery Task Force Meeting

Community participation at first *Open House*

Community collaboration on environmental planning

Building upon input from the *Community Meeting*, the *Work Groups* met weekly and worked with LTCR Team to explore recovery options, ideas and projects related to their focus. Working together, *Work Groups* generated ideas and concepts for presentation at a design workshop for the community.

Community Design Workshop held October 18, 2008 explored strategies for rebuilding and/or relocating the community. Participants discussed recovery project ideas for the Old Oakville School, developing a town square, attracting visitors and small business development. Volunteer planners, designers and architects sketched ideas out for residents. The *Workshop* was open to the community and more than thirty (30) residents participated. This *Workshop* allowed residents, *Vision Committee* and *Task Force* members to visualize recovery projects and provide opinions on the draft vision statement.

Material from the *Community Design Workshop* was presented at a *Community Open House* October 23, 2008. Opinions and ideas about the various project concepts were gathered through discussion and notes posted on project displays. Project displays remained in the Oakville Community Room over the weekend.

Design students sketching ideas for downtown at *Community Design Workshop*

Sketches presented to the community as LTCR concept projects

Community gathers to review concept plans from *Design Workshop*

YOUTH PARTICIPATION

Youth are active and organized stakeholders in the community recovery process. During recovery planning meetings, this group voiced concern about the lack of youth activities and worked with the LTCR Team to discuss their unique needs as young community members. *Youth Group* members attend school in either Wapello or Mediapolis, which is where most participate in extracurricular activities. The *Youth Group* identified opportunities for gathering and socializing closer to home and the need for a building or place to host activities of interest to them. One example of the many creative and optimistic ideas this group brought forward during the recovery planning process was the development of a Youth Center. Creating a Youth Center provides a positive social space for youth to build community and learn new skills. Working with an LTCR Team architect, the *Youth Group* envisioned what they would like to see in the new center. A study/computer room, game room and weight room and gym were top choices. They discussed the benefits of both youth and senior citizen residents using the same facility.

COMMUNITY RECOVERY VISION

Comments and suggestions on the *Community Vision Statement* were reviewed by *Vision Committee* members. A *Vision Statement* was presented at the November 13, 2008, City Council/*Vision Committee Workshop*:

A PEACEFUL PLACE
BETWEEN TWO RIVERS

Oakville Community is a peaceful place between two rivers. A community committed to: Family values, the well-being of children, business opportunities, affordability, quiet tree-lined streets, strong agriculture and recreational resources.

Youth Group participation in *Community Design Workshop*

Ideas gathered and presented at *Community Open House*

Participation in the recovery process helped to develop a *Community Vision Statement*

CITY COUNCIL WORK SESSIONS

As the LTCR process evolved, recovery visioning and planning shifted from a *Vision Committee*-led initiative to a combined City Council/*Vision Committee Work Session* process. This shift was a critical step in engaging the Council in the LTCR decision-making process and facilitating community and leadership consensus on key recovery issues. One of the first challenges was to discuss strategy options and provide direction to the Team. The LTCR Team recommended that City Council plan a series of *Work Sessions* with the *Vision Committee*. A total of four (4) *Work Sessions* were held providing Council an opportunity to work with the *Vision Committee* and residents in a public forum. During the first *Session*, the impact of permanent green space in the community was the primary topic. Under conditions in which only a handful of homes remained surrounded by over one hundred (100) vacant lots, the major employer (TriOak Foods) indicated that their business could not continue. They would initiate a plan to reduce and relocate their Oakville operations. The realization that the community could lose the primary employer led citizens and the Council to agree on a rebuilding strategy that supports business. *Work Session* agenda items at the second meeting provided additional input on the rebuilding strategy and identified recovery projects. The third and fourth meetings included further development of project details, discussion of project champions, organization of *Work Groups* and identification of action steps to implement the *Plan*. These meetings led to the completion of the draft *Plan*.

Housing *Work Group* meeting

Mayor Grooms addresses the community

Group discussion at first *Community Meeting*

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Oakville bottomlands

STRATEGIES FOR RECOVERY

The severe impacts of the Flood of 2008 deeply affected the City of Oakville and caused a division between those who wanted to rebuild and those who wanted to relocate. In order to work through the issues that divided the community, the ESF #14 Long-Term Community Recovery (LTCR) Technical Assistance Team (Team) focused on elements that bound the community together before the flood:

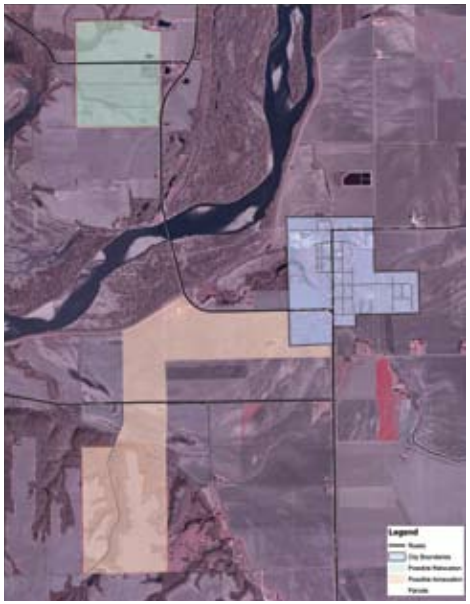
- A peaceful and affordable community.
- Long family histories and love of the City.
- Easy access to a range of natural resources.
- Highly productive agricultural land.

As individuals began to recognize the community assets, they worked together to identify options. *Alternative Futures Work Group*, part of the *Recovery Task Force*, worked with the LTCR Team and developed options. This work led to the development of the three (3) *Recovery Strategies* outlined in this section.

- *Community Relocation Strategy.*
- *Selective Relocation Strategy.*
- *Rebuilding Strategy.*

OPTION 1: COMMUNITY RELOCATION STRATEGY

Community Relocation Strategy addresses the desire of many residents to relocate after the destruction caused by the Flood of 2008. This option involves the development of a new subdivision on higher ground. Residents can relocate without losing connectivity with their community. The *Community Relocation Strategy* includes the identification of a thirty- (30) to forty- (40) acre plot that could be annexed into the City for construction of a new development to accommodate the relocation of residents. Initial designs called for approximately one hundred (100) new homes, which would provide opportunities for those qualifying for the City's *Hazard Mitigation Grant Program (HMGP).*



Oakville Annexation concept map

Relocation of homes and businesses to the new development can happen in one (1) of two (2) ways.

- Purchase homes through the City's *Acquisition Program* using *HMGP* funds. Apply award money to the cost of constructing new structures in the new location.
- Physically relocate homes to the new location.

A new development must be financially self-sufficient. To achieve self-sufficiency the City would need to annex a strip of land between the new development and the existing city limits. This allows those rebuilding and building in the new development to benefit from the tax revenues generated by existing businesses.

Issues and Challenges

- Many residents have already found new housing in neighboring communities.
- Neighboring communities have homes, land and service capacity to accommodate new residents.
- If the existing community becomes blighted, the primary employer eventually leaves Oakville, significantly reducing tax revenue.
- Cost of raw land and site development for housing will make it difficult to maintain affordability for the new community.

Financial Considerations

Cost estimates for community relocation is $13 – $17 million, including design, construction, utilities and a community service building. An *LTCR Options Summary Table* is included in the *Appendix*.

CONCEPTUAL CONSTRUCTION COSTS

Fifty-four- (54) Lot Subdivision Development	$	10,772,000
Water Well and Treatment System	$	474,500
Package Sewerage Treatment Plant	$	229,000
Community Building with City Office	$	480,000
Commercial Development	$	535,000
Architecture/Engineering Costs	$	670,000
Construction Management Costs	$	732,000
TOTAL COST	**$**	**13,892,500**

Identification of Capital Funding Sources and Mechanisms

Several possible funding sources have been identified:

- Economic Development Administration (EDA).
- Iowa Homeland Security and Emergency Management (IHSEM) and FEMA's *Hazard Mitigation Grant Program* (*HMGP).*
- U.S. Department of Agriculture (USDA) Rural Development.
- Iowa Finance Authority (IFA).
- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG).*

OPTION 2: SELECTIVE RELOCATION STRATEGY

Selective Relocation Strategy provides gap funding assistance to residents when buying or renting homes. The intent of the program would be to encourage residents to relocate in groups within neighboring communities. This maintains some limited continuity of community among relocated residents. Steps to implement a *Selective Relocation Strategy* would include:

- Identify one (1) or more Louisa County communities interested in increasing its population by serving as a partner in the relocation.
- Coordinate with the receiving community to draft an incentive program for the creation of new housing units.
- Assess the receiving community's infrastructure capacity and coordinate funding if upgrades are required to accommodate new residents.
- Establish a resource center to help residents find short-term accommodations in the new community.

Benefits to the receiving community would include:

- Increased property and sales tax revenue.
- Opportunity to leverage Federal funds for infill development or new development.

Issues and Challenges

- Existing grant programs may already provide this assistance.
- This project should consider incentives to retain TriOak Foods in Louisa County if the majority of residents relocate from Oakville using this program.
- Collaboration would be required with nearby communities to coordinate program policies and implementation.

Financial Considerations

Estimates for selective relocation is approximately $10 million including developing thirty-six (36) homes on new lots and gap-finance funding for thirteen (13) existing homes. An *LTCR Options Summary Table* is included in the *Appendix*.

CONCEPTUAL CONSTRUCTION COSTS

Thirty-six- (36) Lot Subdivision Development	$	7,600,000
Water Well and Treatment System	$	0
Package Sewerage Treatment Plant	$	0
Community Building with City Office	$	0
Commercial Development	$	535,000
Architecture/Engineering Costs	$	325,000
Construction Management Costs	$	355,000
Gap program for home purchase	$	300,000
ESTIMATED COST (WITH CONTINGENCY)	**$**	**9,115,000**

Identification of Capital Funding Sources and Mechanisms

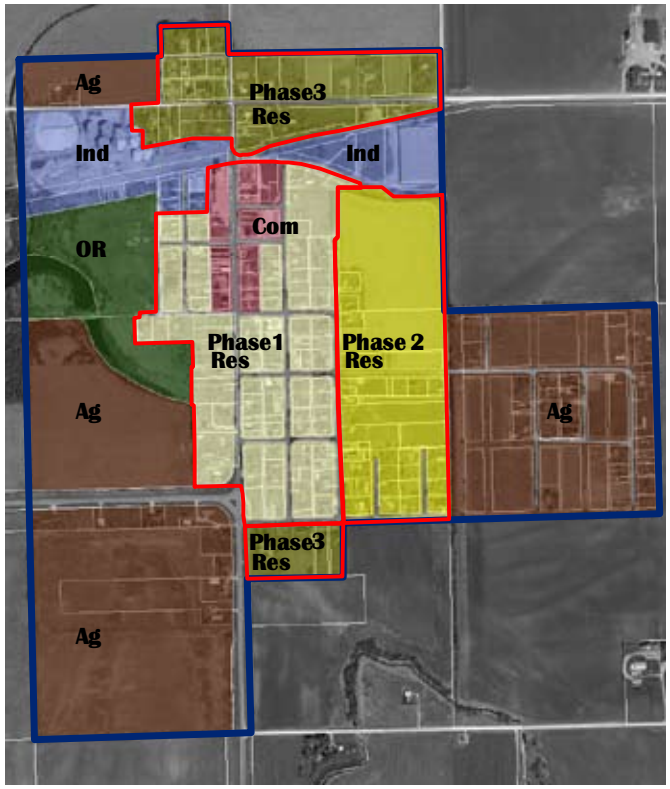
Several possible funding sources have been identified:

- Economic Development Administration (EDA).
- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG)*.
- State of Iowa Homeland Security and Emergency Management (IHSEM) and Federal Emergency Management Agency (FEMA) *HMGP*.

Strategies displayed for community input

OPTION 3: REBUILDING STRATEGY

Oakville will not be the same community it was prior to the flood. Without a collective effort and community vision the community would likely become a scattered collection of homes. The *Rebuilding Strategy* creates a cohesive community and enables the repair, rebuilding or construction of new homes on targeted lots. This strategy recognizes TriOak Foods as one (1) of two (2) primary industries in Louisa County and that if this business is to remain in Oakville and Louisa County, there must be a viable community to support the business. Likewise, pre- and post-flood residents are dependent on TriOak Foods for employment and tax revenue to support infrastructure and public services.



Phases of *Rebuilding Strategy*

The *Rebuilding Strategy* will:

- Establish a nonprofit community development corporation to acquire and redevelop property within Oakville.
- Create a *Phased Redevelopment Plan* in which the Russell Street Corridor is the Phase I Recovery Development Area (Phase I) for all housing and commercial development projects.
- Implement zoning to guide redevelopment and encourage private investment in Oakville.

Ultimately, redeveloping the core area of Oakville will provide shared benefits to the City by utilizing existing infrastructure and avoiding costs associated with annexing and developing a subdivision. On November 20, 2008, Oakville City Council passed a resolution supporting the *Rebuilding Strategy*.

Issues + Challenges

- City must adopt and administer a zoning ordinance that is consistent with this option.
- Start-up funding is required for the community development corporation to acquire property.
- Vacant property maintenance outside the Phase I area.

CONCEPTUAL COST ESTIMATE

Fifty-four- (54) Lot Subdivision Development	$	4,951,500
Water Well and Treatment System	$	0
Package Sewerage Treatment Plant	$	0
Community Building with City Office	$	0
Commercial Development	$	535,000
Architecture/Engineering Costs	$	534,000
Construction Management Costs	$	60,000
ESTIMATED COST (WITH CONTINGENCY)	**$**	**5,600,000**

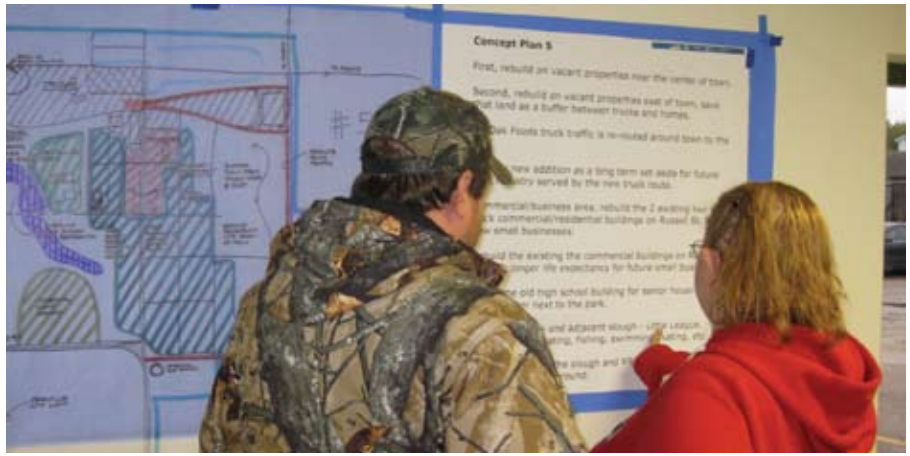
STRATEGIES SUMMARY

Each of the three (3) strategies were discussed and analyzed by the *Alternative Futures Work Group* and the LTCR Team. This analysis led the Team to develop recommendations for City Council/*Vision Committee Work Session* meetings.

Many residents wanted to relocate and had already made decisions for permanent housing leaving about fifty (50) households committed to returning. Residents who were undecided may not have the financial capacity to relocate into new housing. Providing financial assistance to residents to bridge the gap was considered a favorable strategy during discussions of the *Alternative Futures Work Group*. In some cases, this assistance may come through the a City property program using *HMGP* funds, resulting in vacant, unbuildable lots in a checkerboard pattern throughout the community. Uncertainty and indecision among community members may cause existing businesses, including TriOak Foods, to pursue alternative locations for their operations.

Through all the discussions the community came together in support of a plan that would redevelop a city that supported business and in return, business would continue to support the community. This *Plan* focuses rebuilding efforts on the housing sector beginning along a three block wide corridor on Russell Street from TriOak Foods to Highway X99.

On November 20, 2008 City Council passed a resolution supporting the *Rebuilding Strategy*. Recent City Council action initiated a zoning program to implement the *Plan* and the majority of the recovery projects in this *Plan* are concentrated within Phase I.



Residents were given the opportunity to provide comments on the *Strategies*

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Mayor Benita Grooms discussing future recovery with Community member

ESF #14 LTCR PROJECTS

Through the community involvement process several recovery issues, needs and opportunities were identified. The *Vision Committee*, *Recovery Task Force* and City Council worked with the ESF #14 Long-Term Community Recovery (LTCR) Team (Team) to develop recovery strategies that provide a framework for redevelopment. The result of the process and community discussions was the identification of several sector specific LTCR projects and programs. These projects and programs address community-identified needs and issues, follow the *Rebuilding Strategy* and take steps to achieve the *Community Vision*. Oakville and the surrounding community can use the *LTCR Plan* to guide their recovery from the Flood of 2008. LTCR projects and programs are arranged according to the following sectors:

- **Housing**
- **Economy + Business**
- **Infrastructure + Transportation**
- **Community**

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HOUSING SECTOR

Affordable housing, availability of employment through TriOak Foods and a sense of community are strengths from which to build. Schools and jobs in Wapello and Mediapolis are within a short commute. Oakville is home to several multi-generational families, enhancing the sense of local history and dedication to the community. After the flood, rebuilding homes at affordable prices is difficult when a home with an appraised market value of $30 - 50,000 may cost over $100,000 to replace. Many residents will not return, therefore, it is critical to attract new residents by providing quality, affordable housing in a cohesive, safe and sustainable community. Housing recovery is receiving the highest attention from volunteer groups, Rebuild Iowa Office (RIO) and a key local business.

GOALS

The projects that follow are aimed at achieving multiple goals to:

- Build capacity to undertake recovery projects.
- Maximize resources by utilizing existing assets and linking affordable housing with economic development and social services.
- Build Oakville's housing development and leadership capacity and develop affordable housing within the core area (Russell Street) of the community.
- Provide affordable housing, including units specifically for the elderly and single-parent households.
- Provide increased activities for youth.
- Provide relocation opportunities and property acquisition assistance.
- Develop a master plan for phased development and land use zoning that considers affordable housing, economic development and social services.

HOUSING ANALYSIS

DAMAGED HOMES

Oakville 179

Surrounding Rural Area 30

POST DISASTER STATUS (OAKVILLE) (November 2008)

Homes to be Demolished 26

Mobile Homes Demolished 44

HOUSEHOLD DECISIONS

Estimate of Households Permanently Relocated ..... 40 - 50

Households Rehabilitating Homes or Living in FEMA Trailers 50

Residents Registered on the Notice of Interest for Buyout List 110

Residents identified options to address housing challenges and recovery goals. The following projects were developed to meet Oakville's needs for providing new housing opportunities:

- *Establish Oakville Development Corporation (ODC).*
- *Create Community Zoning Plan.*
- *Develop a Mobile Home Park.*
- *Construct Duplex Infill Housing.*
- *Adaptive Reuse of Old Oakville School.*

ESTABLISH OAKVILLE DEVELOPMENT CORPORATION

RECOVERY VALUE (HIGH)
This project has a significant impact on housing and business opportunities and is a foundation on which other recovery projects may be developed.

PROJECT CHAMPION
Oakville Development Corporation

BACKGROUND
Oakville has significant recovery needs but is lacking in staff, funding and expertise to address complex programs and projects necessary for recovery.

GOAL
Build Oakville's housing development and leadership capacity and develop affordable housing within the Phase I area (Russell Street) of the community.

PROJECT DESCRIPTION
Oakville Development Corporation (ODC) will rehabilitate fifty-four (54) flood-damaged homes and develop new homes on vacant lots to sell at affordable prices over a five- (5) year period. It is important that the rehabilitated housing is of good quality and appreciates in value while also being affordable for current and future residents of Oakville.

This project provides leadership and organizational support for the rebuilding of houses. ODC will acquire property in the Phase I area. Focus will be to acquire property from homeowners who are included on Oakville's *Notice of Interest (NOI)* for buyouts. ODC will be a public-private partnership modeled after a nonprofit 501(c)(3) Community Development Corporation. ODC will focus on maximizing social benefit through funding affordable housing projects.

ODC will leverage the services that Southeast Iowa Regional Planning Commission (SEIRPC) provides and use Great River Housing, Inc., an existing 501(c)(3) organization, to write, receive and distribute grants. A partnership has been formed with SEIRPC and a business plan and five- (5) year program have been created, identifying capital funding sources, staffing and housing production goals for the community. The partnership presented the plan to State agencies in early December 2008 and the organization is awaiting guidance to secure start-up capitalization.

ACTION STEPS
The following is a list of action steps to initiate within six (6) to twelve (12) months:

- Finalize Board of Director appointments from City Council, residents, clergy and TriOak Foods.
- Establish policies for housing rehabilitation, development and operational guidelines.
- Work with SEIRPC to secure and administer government funding for ODC.
- Apply for IRS 501(c)(3) nonprofit status.

SUSTAINABLE OPPORTUNITIES
- Consider *Leadership in Energy and Environmental Design (LEED) Certification* for projects.
- Where feasible use recycled materials in construction of new homes.
- Establish a recycling program for construction and demolition material waste.

Conceptual idea of new home development

FINANCIAL CONSIDERATIONS

ODC is a nonprofit business entity funded from public and private sources that has developed a business plan enabling income generated from developing property to support additional development projects in the community. This project has identified a range of potential funding options including public and private funds. The project seeks support and financial assistance from the State of Iowa for property acquisition and leverages private resources to support housing. Capital from banks in the form of low interest loans and from individuals and philanthropic foundations in the form of donations is anticipated. Housing rehabilitation can be achieved through volunteer labor and donated materials and contracting with local builders.

PRELIMINARY COST

$5,600,000

PROPOSED FUNDING

$3,600,000

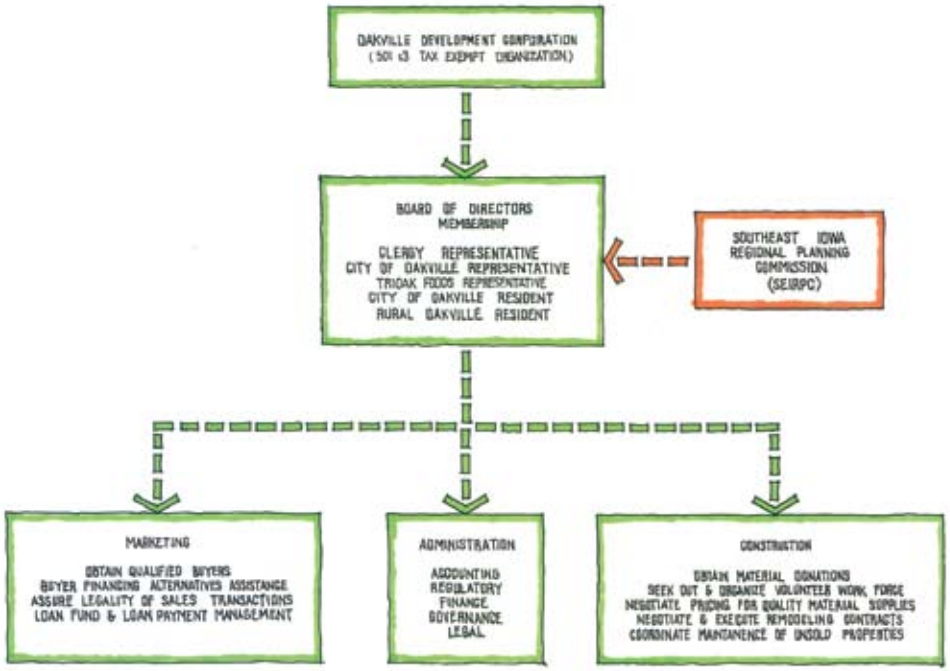
FUNDING GAPS

$2,000,000

POTENTIAL RESOURCES

- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG).*
- Two Rivers Bank and Trust.
- Farmers and Merchants Bank and Trust of Burlington, Iowa.

Rehabilitated home



Organizational structure of Oakville Development Corporation

CREATE COMMUNITY ZONING PLAN

RECOVERY VALUE (MODERATE)

New community zoning regulations will establish policy to encourage development within the Phase I area. This will support business within a viable community.

PROJECT CHAMPIONS

City of Oakville

Oakville Development Corporation

BACKGROUND

Planning and zoning were not priorities prior to the disaster; community issues tended to revolve around community safety and basic services. The Flood of 2008 caused significant change in the community. Many residents relocated and others struggled with rebuilding. As the recovery process unfolded, there was a realization that the community would be smaller; in order to maintain a sustainable community the land-use pattern of the community must change. This project will develop a land use plan and zoning ordinances to guide this change.

GOAL

- To create a cohesive community that supports and attracts business.
- To develop a community plan to support phased development and land use zoning that focuses on affordable housing, economic development and social services.

PROJECT DESCRIPTION

This project is to provide or develop a zoning ordinance, zoning map and zoning regulations. Zoning regulations guide land use policy decisions to ensure consistency with phased community rebuilding. Zoning regulations provide the structure and policy for implementing Option 3, the *Rebuilding Strategy*.

Other issues that should be addressed in the zoning ordinance include regulations against building within City rights-of-way and policy for allowing or eliminating land uses that do not conform to new ordinance regulations, commonly called non-conforming uses.

The City Council passed a resolution in support of a conceptual zoning and phased development area plan. This plan will focus recovery energy and funding in the Phase I area of town, and it is illustrated in the accompanying Phasing and Zoning map that illustrates three (3)phases and five (5) zones:

- Residential — Single Family Detached.
- Commercial — Retail and Office.
- Industrial.
- Outdoor Recreational.
- Agricultural.

Phase I

Phase I, a core area, is approximately six (6) blocks north-south. Phase I includes the historical business district and is zoned Commercial — Retail and Office. The Commercial Zone extends along both sides of Russell Street (Main Street) with residential areas zoned Residential — Single Family Detached.

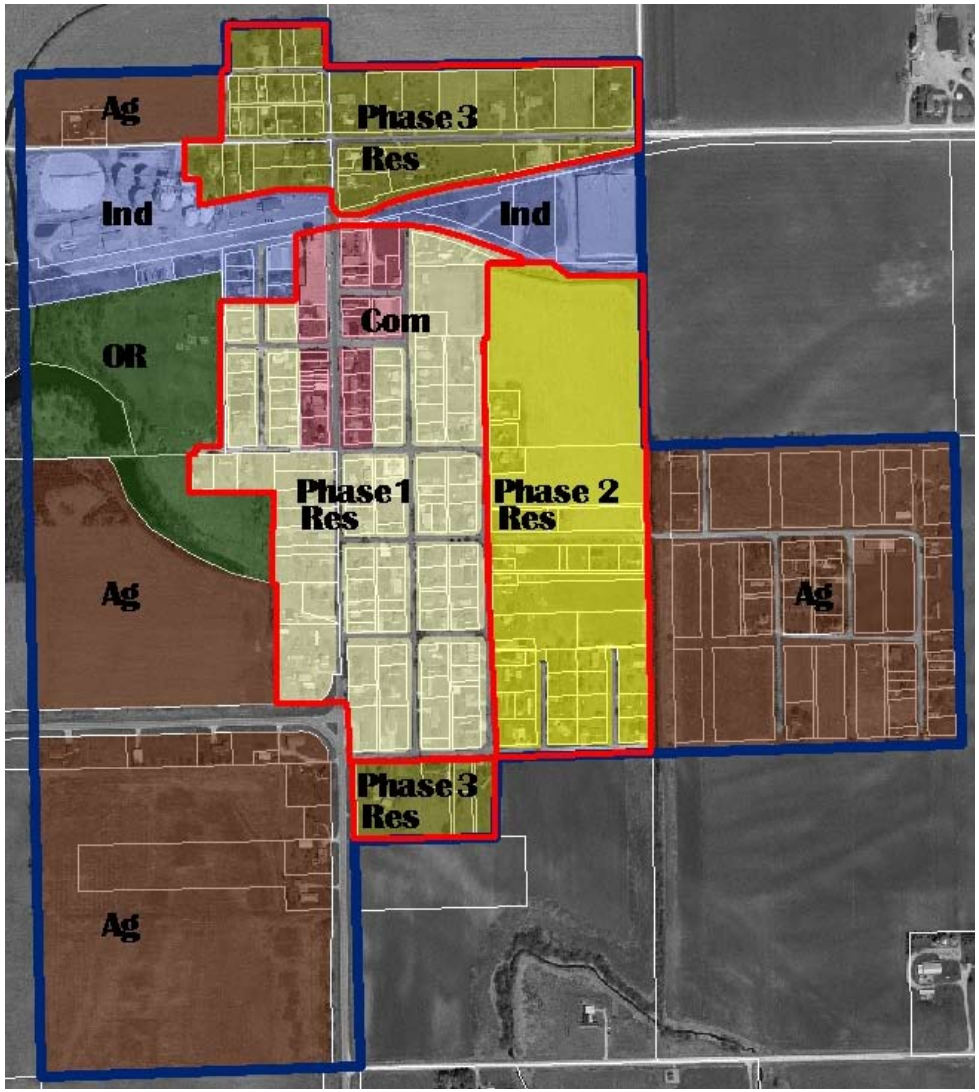
Phase II

Phase II is the area immediately to the east of Phase I and is zoned Residential — Single Family Detached.

Phase III

Phase III comprises two (2) areas; both areas have Residential — Single Family Detached zoning.

- The area zoned Industrial is not governed by phasing.
- The existing City Park is zoned Outdoor Recreational.
- The rest of the land within the city limits including the area known as the "New Addition" is zoned Agricultural.
- Existing non-conforming uses may remain until demolished. Future land uses in any zone must conform to the requirements of the zone.
- Specific definition of the zones by Municipal Zoning Code Ordinance awaits further development and Council deliberation and approval.



Phasing and Zoning Map

ACTION STEPS

- Request SEIRPC to undertake the community plan project.
- Develop a detailed scope, schedule and budget.
- Contract with SEIRPC for services.
- Review the Municipal Code of Ordinances.
- Propose modifications and additions for each of the rebuilding phases.
- Hold Council *Work Sessions* to obtain community input.
- Prepare a draft for City Council review and adoption.
- Prepare recommendations for ordinance administration.

FINANCIAL CONSIDERATIONS

The estimated SEIRPC cost for revising the Oakville Zoning Code in support of the Oakville Phasing and Zoning Map is $3,500, and the estimated SEIRPC cost of annual updates is $1,500 per year. Funding for this project will come from The City of Oakville annual operating budget.

PRELIMINARY COST

$3,500 (Zoning Code)
$1,500 per year (Annual Updates)

FUNDING GAPS

None

POTENTIAL RESOURCES

- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG).*

DEVELOP A MOBILE HOME PARK

RECOVERY VALUE (MODERATE)

This project develops additional affordable housing options for the community; utilizes vacant land within the Phase I area and supports rebuilding strategy.

PROJECT CHAMPION

Oakville Development Corporation Board of Directors

BACKGROUND

For very low-income residents, mobile homes served as an affordable housing option. Former residents of mobile homes lost in the Flood of 2008 need assistance in finding comparable replacement housing. Mobile home residents in Oakville were typically renters and do not have access to as many assistance programs as homeowners.

GOAL

Provide affordable housing, including units specifically for the elderly and single-parent households.

PROJECT DESCRIPTION

This project provides a strategy to acquire property for the installation of late model mobile homes for very low-income residents. The Oakville Development Corporation (ODC), a public/private partnership, will acquire property within the Phase I Recovery Development Area for mobile home sites. ODC will subsequently develop the property by creating lots, installing infrastructure (streets, utilities, etc.) and providing other site and landscape improvements.

The use of relatively low-cost late-model mobile homes helps assure speedy completion and provides a visible step toward recovery in Oakville.

The proposed site will provide locations for nine (9) mobile homes. The proposed site is within the Phase I core area, enhancing easy access to employment in local businesses. Site features include paved streets, storm drainage, street trees and streetlights. A homeowner's association will determine and enforce standards of upkeep and maintenance.

OPTION

An option for this project is to place mobile homes on full-size residential lots with generous building setbacks to provide room for owner-added detached garages and carports.

ACTION STEPS

- Acquire the property as identified in Phase I.
- Subdivide the property to achieve a desired site configuration.
- Construct street, site utility and landscape improvements.
- Purchase and install mobile homes.

Proposed mobile home park site

- Market and sell the properties.
- Establish a homeowner's association.

SUSTAINABLE OPPORTUNITIES

- Redevelop existing property to provide optimal use of existing infrastructure and maximum impact.
- Minimize building footprint and impervious surfaces.
- Utilize energy efficient appliances in all units.
- Identify mobile home manufacturers that produce energy efficient units.

FINANCIAL CONSIDERATIONS

ODC is a nonprofit business entity funded from public and private sources. ODC business plan enables income generated from property development to support additional projects in the community.

PRELIMINARY COST

$360,000

ANTICIPATED FUNDING

$360,000 (ODC)

FUNDING GAPS

$0

POTENTIAL RESOURCES

- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG).*
- Two Rivers Bank and Trust.
- Farmers and Merchants Bank and Trust of Burlington, Iowa.

Conceptual sketch of mobile home park

CONSTRUCT DUPLEX INFILL HOUSING

RECOVERY VALUE (MODERATE)

Affordable housing for the elderly and single-parent families is a key LTCR goal identified by the community.

PROJECT CHAMPION

Southeast Iowa Regional Planning Commission (SEIRPC)

BACKGROUND

Many residents have two- (2) or three- (3) generations of extended family in town and would like to keep family members together. Elderly and single-parent households often have limited or fixed incomes that restrict available housing options. Development of duplex housing units would provide new housing opportunities for families and elderly residents.

GOAL

Provide affordable housing, including units specifically for the elderly and single-parent households.

PROJECT DESCRIPTION

In partnership with SEIRPC and/or other partners, Oakville Development Corporation (ODC) will acquire property and develop one- (1) and three- (3) bedroom duplexes. Each unit will be offered as a single condominium and priority will be given to elderly and single-parent households. The preferred development location of infill lots in the core area of town near the City Park is meant to appeal to elderly residents and families with children. This project enhances connections between residents and employment, recreation and services.

Working in partnership with an experienced housing organization, such as Great River Housing, Inc., would strengthen the ODC's housing development capacity. Duplexes can be constructed with the first floor above the site-specific elevation of the June 2008 floodwaters in order to integrate mitigation practices.

ACTION STEPS

- Identify site(s) and acquire property.
- Sell properties to SEIRPC.
- SEIRPC will lead the development of the duplex homes.

ELDERLY HOUSING ANALYSIS

Houses in Oakville	**172**
Over 65 years of age and married	**6 percent**
Over 65 years of age and living alone	**8 percent**
Female head of household	**8 percent**

City needs replacement housing for an estimated seven (7) elderly and four (4) single-parent households (2000 U.S. Census).

SUSTAINABILITY OPPORTUNITIES

- Encourages the use of existing infrastructure, decrease development costs and impacts, and preserve environmental resources.
- Consider *Leadership in Energy and Environmental Design (LEED) Certification* for development projects.
- Where feasible use recycled materials in construction of new homes.
- Establish a recycling program for construction and demolition material waste.

FINANCIAL CONSIDERATIONS

SEIRPC has identified potential funding for this project through the Great River Housing, Inc, a nonprofit regional housing agency. ODC will coordinate with SEIRPC to help market the project.

PRELIMINARY COST

$2,100,000

ANTICIPATED FUNDING

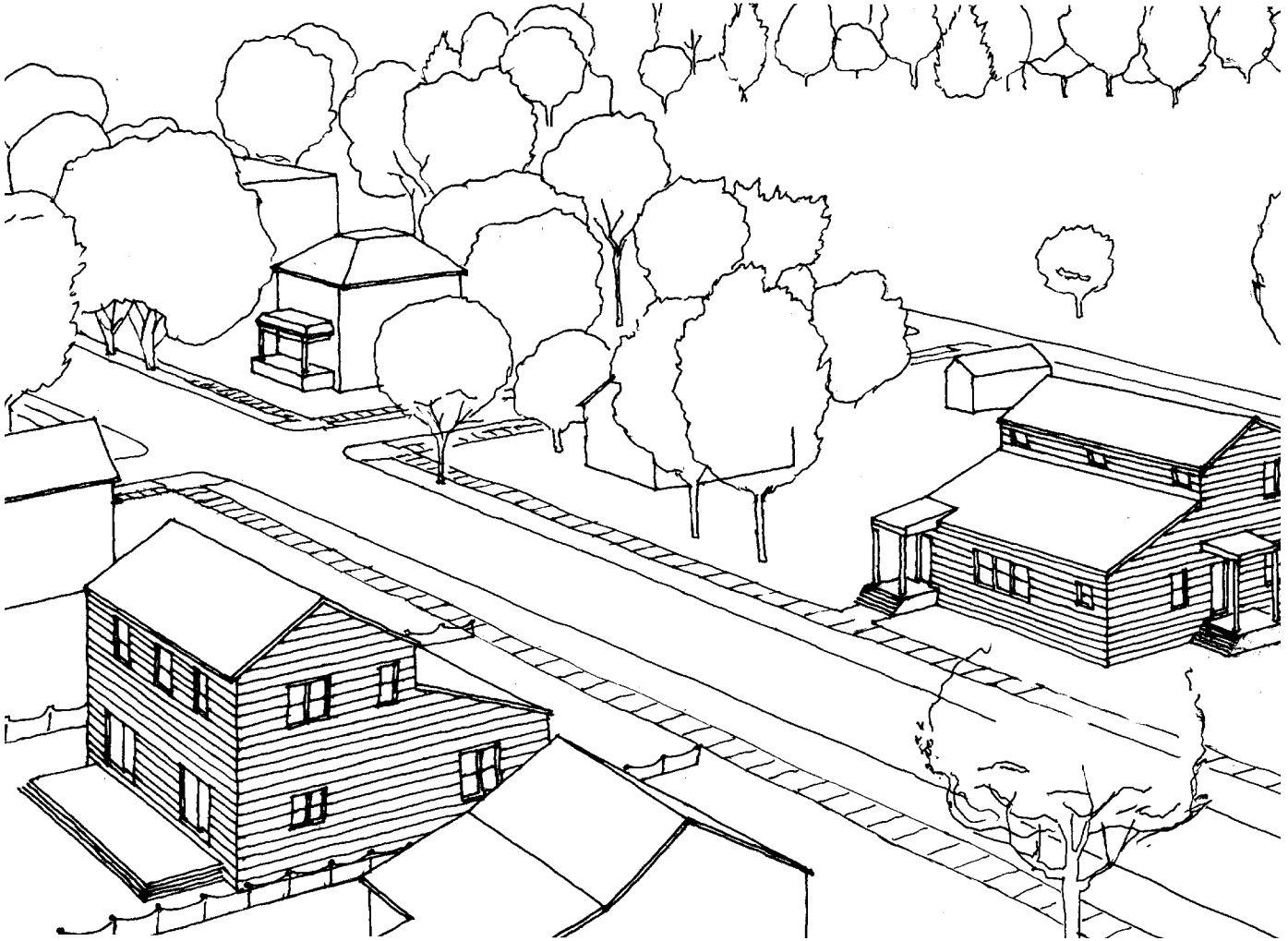
$2,100,000 (Great River Housing, Inc.)

FUNDING GAPS

Pending grant determination.

POTENTIAL RESOURCES

- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG).*



Conceptual sketch of duplex infill housing

ADAPTIVE REUSE OF OLD OAKVILLE SCHOOL

RECOVERY VALUE (MODERATE)

The High School for many years was the central community building and gathering place in town. This project creates affordable efficiency apartments for seniors and a community youth center; which will provide opportunities for youth in the community.

PROJECT CHAMPION

Oakville Youth Group

BACKGROUND

Oakville High School (Old School), currently in private ownership, was built in 1909. A two- (2) story brick building, the school is approximately 6,200 square feet with a full basement and partial attic. The attached gymnasium is a one- (1) story concrete block addition of approximately 5,000 square feet. At its peak, the school served approximately three hundred (300) students from around the region. In 1961, high school classes ceased at that location, although elementary classes remained in the building until 1980. Oakville youth now attend school in Wapello or Mediapolis. An entrepreneur converted the gymnasium into a skating rink in operation in the 1980s and 1990s; however, the building was unoccupied during the Flood of 2008.

The building appears to be structurally sound, although reuse requires extensive remodeling and code retrofit before occupancy.

GOALS

- Provide affordable housing, including units specifically for the elderly and single-parent households.
- Provide increased activities for youth.

PROJECT DESCRIPTION

At the *Community Design Workshop* on October 23, 2008, residents offered ideas for adaptive reuse of the Old School. A group of residents expressed interest in converting the building into affordable apartments for senior citizens. The *Youth Group* is interested in converting part of the building into a *Youth Center.* This project combines both uses in an adaptive reuse plan for the Old School.

The renovation of the Old School can serve as a catalyst for recovery in Oakville. Before the flood, many Oakville residents had given up on the building and they believed the only option was demolition. This project links to the duplex housing concept discussed in the next project and will help meet the demand for accessible, low-cost apartments for seniors. Combining youth and the elderly in one (1) building benefits both groups and leverages additional resources.

The Old School is a community landmark and has strong emotional ties to many residents. The general condition of the building indicates that adaptive reuse may be feasible.

Complete renovation of the building to accommodate senior apartments and *Youth Center* functions could be divided into two (2) phases. Efficiency apartments for seniors would be developed in the first phase and *Youth Center* remodel in a second phase.

SUSTAINABLE OPPORTUNITIES

- Maximize existing infrastructure and conserves environmental resources.
- Use recycled materials in construction of new homes.
- Establish a recycling program for construction and demolition material waste.
- Incorporate *Leadership in Energy and Environmental Design (LEED) Certification* into the design and construction.

ACTION STEPS

Organizational Capacity

- Identify project stakeholders.
- Create business plan for senior apartments.
- Identify an organization to manage the senior housing. Possibilities include religious organizations, a public-private partnership or a 501(c)(3) organization.
- Create a 501(c)(3) nonprofit organization to operate the Youth Center. Nonprofit should have funds sufficient to pay one (1) full-time staff person to oversee the facility.

- Identify partnering options for *Youth Center*. The *Youth Group* is currently fundraising and is interested in partnering with groups wishing to advance the project.

Physical Renovation

- Perform structural and hazardous material analysis of the building.
- Consider designation in the *National Register of Historic Places* and associated funding.
- Draft *Request for Proposals (RFPs)* and identify developer.
- Design building to accommodate nine (9) senior citizen efficiency apartments.
- Adapt the gymnasium for use as a *Youth Center* with shared facilities for seniors.

FINANCIAL CONSIDERATIONS

Funding for the project could come from Oakville Development Corporation (ODC) for housing development. Other funding sources could include Great River Housing, Inc. and application for designation in the *National Register of Historic Places* which would enable use of State and Federal tax credits, and *Historic Resource Development Program (HRDP)* grant funds.

PRELIMINARY COST

$1,851,000

FUNDING GAPS

$1,851,000

POTENTIAL RESOURCES

- Iowa Finance Authority: Low-Income Housing Tax Credits.
- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG)*.
- Community Foundation of Louisa County.

Former Oakville High School, potential location of the senior housing and *Youth Center*

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ECONOMY + BUSINESS SECTOR

Russell Street is "Main Street" in Oakville – the primary commercial corridor and location of TriOak Foods grain elevator and feed mill, one of the largest employers in Louisa County. Russell Street was also home to several small businesses such as a convenience store, tavern, bank and post office. TriOak Foods is one of the early success stories in the community recovery effort. The grain elevator and feed mill were back in partial operation within one (1) week of the floodwaters receding. Within thirty (30) days, it was one hundred (100) percent functional.

A major challenge for the community is how to revitalize small businesses. There are two (2) strategies proposed in this *Long-Term Community Recovery (LTCR) Plan (Plan)* to assist small business to recover. First, provide technical assistance to help entrepreneurs and small business owners develop business plans. Second, develop a series of events and programs to attract outside visitors and increase the market for small businesses. Six (6) months after the flood, Lanz Construction is the single functioning small business in Oakville. The local F&M Bank branch, convenience store, tavern and locally owned fabrication and mechanical businesses remain closed with no clear indication of reopening.

TRIOAK FOODS

Established corporate office in 1951 in Oakville and is one of two large employers in Louisa County.

NUMBER EMPLOYED IN OAKVILLE
Pre-disaster 65
Post-disaster 40

EMPLOYEES LIVING IN OAKVILLE AND SURROUNDING AREA
Oakville and surrounding community 23

TOTAL TRIOAK FOODS EMPLOYMENT
Iowa and Illinois 160

Local small business must collaborate with each other and coordinate with other agencies such as Louisa Development Group (LDG) and Southeast Iowa Regional Planning Commission (SEIRPC) to create an environment that is attractive to outside travelers, potential new residents and current residents. Solid business planning, marketing of local and regional events that attract visitors and enhancing the main business corridor with physical improvements will be vital to the recovery of Oakville as a viable community.

GOALS

- Support TriOak Foods as the major employment center for the City and County.
- Incorporate streetscape improvements along Russell Street as commercial buildings rebuild and/or redevelop, to provide an environment supportive of small business development.
- Create opportunities for three (3) to five (5) small businesses and fifteen (15) to twenty (20) new jobs along the commercial/business area of Russell Street.
- Over the next twelve (12) to eighteen (18) months, develop a plan and design improvements related to an outdoor market for agricultural and other products.

During the LTCR planning process, the following projects were identified by community stakeholders. Two (2) projects were developed to meet Oakville's vision for Economy + Business:

- *Enhance Russell Street.*
- *Establish Small Business Development Program.*

ENHANCE RUSSELL STREET

RECOVERY VALUE (LOW)

This project complements multiple long-term community recovery projects. Many redevelopment projects are located on or near Russell Street. Physical improvements to this street would tie these improvements together and create a more efficient, safe and enjoyable pedestrian environment.

PROJECT CHAMPION

Oakville Business Association

BACKGROUND

As recently as twenty (20) years ago, small businesses along Russell Street thrived, including a bar, archery shop, convenience store, bank and restaurant. Over the last ten (10) years, the restaurant and archery shop closed and the once viable business area suffered. After the Flood of 2008 the convenience store, bank and tavern closed. The only businesses remaining six (6) months after the flood were the feed mill and a carpentry shop. During the planning process, the community discussed and developed ideas to improve the commercial corridor.

GOAL

As commercial buildings rebuild and/or redevelop along Russell Street, incorporate streetscape improvements to provide an environment supportive of small business development.

PROJECT DESCRIPTION

The enhancement of Russell Street includes streetscape improvements such as constructing or replacing sidewalks, curbs, street pavement, streetlights, planters and benches. The improvements are intended to transform Russell Street into a pedestrian-friendly gateway and increase the attraction of downtown Oakville to shoppers, business owners and residents.

ACTION STEPS

- Identify additional local project champions.
- Work with the Oakville Business Association and City Council to develop community ideas.
- Meet with other local agencies to identify funding opportunities and options for:
  - o Initial design support.
  - o Construction design.
  - o Construction management.

SUSTAINABLE OPPORTUNITIES

- Utilize rainwater capture systems to irrigate planted areas.
- Utilize native low-maintenance plants and materials.
- Develop standards for recycled materials in benches and other amenities.
- Place recycling collection containers in appropriate locations.

PRELIMINARY COST

$728,000

BUDGET FUNDING

$0

FUNDING GAP

$728,000

POTENTIAL RESOURCES

- Iowa Department of Transportation (Iowa DOT).
- Southeast Iowa Regional Planning Commission (SEIRPC).
- Housing and Urban Development (HUD) *Community Development Block Grant (CDBG).*
- Keep Iowa Beautiful *Paint Iowa Beautiful Program.*
- Trees Forever, Inc.
- Community Foundation of Louisa County.

View of Russell Street post flood

Conceptual sketch of Russell Street enhancements

ESTABLISH SMALL BUSINESS DEVELOPMENT PROGRAM

RECOVERY VALUE (MODERATE)

The *Small Business Development Program* provides local residents the opportunity to establish or re-establish businesses in the community and utilize existing commercial buildings along Russell Street as the first area for business recovery.

PROJECT CHAMPION

Oakville Business Association

Oakville business area

Tree-lined Russell Street leading into the business area

Small business opportunity on Russell Street

BACKGROUND

Since the Flood of 2008, small businesses in Oakville have struggled to reopen and the once-populated Russell Street area is practically empty. However, small business interest has not left the community. LTCR Technical Assistance Team worked with residents who are interested in either re-starting their business or starting a new business.

GOAL

Create opportunities for three (3) to five (5) small businesses and fifteen (15) to twenty (20) new jobs along the commercial/business area of Russell Street.

Over the next twelve (12) to eighteen (18) months, develop a plan and design improvements related to an outdoor vendor facility for agricultural products.

PROJECT DESCRIPTION

This project provides a combination of tools and programs to assist business development in the community. Tools and programs include technical assistance to prepare business and marketing plans for local residents interested in starting or re-starting a business. In combination with the technical assistance is a financial assistance program to help building or business owners rehabilitate and prepare existing commercial buildings on Russell Street for business activities. As the community recovers, demand for business space will increase; some existing commercial buildings will need to be demolished, creating an opportunity to construct a new commercial building that can be used to incubate small businesses. Another element of this project is a business attraction program, coordinated with Louisa County.

ACTION STEPS

Phase I

- Provide financial assistance for commercial building owners to rehabilitate their buildings.
- Re-establish at least two (2) businesses on Russell Street by providing below market (subsidized) lease assistance to small business start-up operations.
- Develop partnerships between the newly formed Oakville Business Association, City Council and Oakville Development Corporation (ODC) for community and political support and project funding assistance.

- Provide technical assistance to small businesses for business and marketing plan development from the Iowa Small Business Development Center.
- Create a business association within the community that will give local residents the ability to assist and encourage each other as well as reach out to local agencies such as the Iowa State University Extension Office in Wapello.
- Develop visitor attraction marketing program.

Phase II

- Develop new commercial business space within the community. Identify and acquire a new commercial site within the City commercial district.
- Construct a building on this site for a business incubator: retail outlets and offices that share cost and maintenance of common areas (meeting rooms) and services (copy center).

Phase III

- Expand employment opportunities by encouraging the creation of new business ventures that emphasize manufacturing.
- Provide technical assistance for business and marketing planning to local residents.

SUSTAINABLE OPPORTUNITIES

- Rehabilitate existing buildings to conserve resources.
- Where feasible incorporate *Leadership in Energy and Environmental Design (LEED) Certification* into the design and construction of the incubator building.

FINANCIAL CONSIDERATIONS

Funding may be available through ODC in conjunction with other public agencies such as U.S. Department of Commerce's Economic Development Administration (EDA). Assistance for grant application will be made through the City Council requesting this service from SEIRPC.

PRELIMINARY COST

Phase I – $300,000
Phase II – $700,000 (new building)
Phase III – TBD

PROPOSED FUNDING

TBD

FUNDING GAP

$1,000,000

POTENTIAL RESOURCES

- Economic Development Administration (EDA).
- Oakville Development Corporation (ODC).
- *Community Development Block Grant (CDBG).*

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INFRASTRUCTURE + TRANSPORTATION SECTOR

TriOak Foods, as the main multi-regional buyer of corn and provider of feed for hog production, links the agricultural community to Oakville. TriOak Foods houses their corn storage and milling operation in Oakville. On an average day, TriOak Foods generates seventy-six (76) tractor-trailer truck trips. During the harvest season, there are as many as one hundred twenty (120) additional daily truck trips.

Agricultural operations are dependent upon reliable farm-to-market roadways. Under current conditions, the farm-to-market roadway connecting Oakville to Wapello, Highway X99, is subject to disruption and closure during Iowa River flood events. There is an opening in the levee system where the Iowa River Bridge enters Oakville, causing Two Rivers Levee and Drainage District to close Highway X99 when the water reaches the road.

Three (3) community facility projects have been included to improve park and recreation facilities in support of business and housing redevelopment. Each of these projects is included in this section.

GOALS

- Support TriOak Foods as a major employment center for the community.
- Maintain reliable transportation network in Oakville and the region.
  - o Over the next ten (10) years, plan, design and construct improvements to Highway X99 from Wapello to Oakville to avoid interruptions during flood events.
- Make improvements to public facilities to support economic development projects and enhance the quality of life in Oakville.

During *Community Meetings*, stakeholders identified several projects to support community recovery:

- *Elevate Louisa County Highway X99.*
- *Renovate Oakville City Park.*
- *Improve Cappy Russell Landing.*
- *Create Town Square Park and Market.*

Temporary levee construction

Improvements to temporary levee

ELEVATE LOUISA COUNTY HIGHWAY X99

RECOVERY VALUE (MODERATE)

Louisa County Highway X99 (Highway X99) is a vital farm-to-market roadway supporting local agriculture and the feed mill and grain elevator in Oakville. The project supports the local tax base, enabling the City to provide affordable water and sewer services for its residents.

PROJECT CHAMPIONS

TriOak Foods
Southeast Iowa Regional Planning Commission (SEIRPC)

BACKGROUND

During the Iowa River Flood of 2008, waters breached the levee of Levee District 11 (LD11) upstream of the Wapello Bridge and covered approximately two and one-half (2.5) miles of Highway X99 east of Wapello and west of Oakville. The floodwaters cut off access between Wapello and Oakville and the surrounding rural areas. Highway X99 between Wapello and Oakville has two (2) bridges that cross the Iowa River. Highway X99 Bridge near Oakville is aging. Inspection reports indicate that the bridge should be replaced within six (6) years. In the past, the existing bridge has blocked ice flows that resulted in flooding.

GOALS

- Provide well-maintained roadway accessible year-round to and from businesses in Oakville.
- Improve reliability of farm to market roadways between Oakville and Wapello.

PROJECT DESCRIPTION

Proposed highway improvements to Highway X99 include elevating portions of the roadway subject to frequent flooding. This project elevates approximately three (3) miles of Highway X99 east of Wapello an average of three (3) feet. With a pavement width at twenty-four (24) feet with a four- (4) foot wide paved shoulder to facilitate bicycle traffic. The project would include the construction of relief drainage structures to allow floodwater to travel under the elevated roadway. The proposed improvements also include construction of a new elevated bridge across the Iowa River at Oakville to improve access and help prevent ice blockage in the river.

Bike lanes and fishing "bump-outs" will also be considered in the planning phase of the project. Elevation of roadways would be set to keep the pavement above the flood of record, with the Oakville side of the bridge constructed to the same elevation as the levee. The levee would be reconstructed permanently and not require any special temporary construction during flood events.

OPTIONS

Complete roadway pavement improvements and only elevate bridge approaches and the bridge over the Iowa River at Oakville. Final decision on repair of the LD11 will influence the design of the roadway improvements. The options under consideration for levee repair include:

- Full repair of the LD11 levee.
- Repair of the northern breaches to protect the highways, leaving the southern breaches open to allow floodwaters to pool. This would require making only minor improvements to Highways X99 and G62.
- No levee repairs.

Sand stored to close levee at Highway X99 in event of flood

Community entry point at Highway X99 and Russell Street

The last option leaves the northern end of the roads more vulnerable to frequent flooding than the options that include levee repairs. If the third option is chosen, or, until the levee is repaired, this vital transportation route is at risk of closure due to river flooding in the future.

ACTION STEPS

- Include project in the *Regional Transportation Plan*. SEIRPC prepares the *Transportation Improvement Program (TIP)* for Iowa's Region 16 (Des Moines, Henry, Lee, and Louisa counties).
- Identify resources and secure funding or a replacement bridge.
- Conduct impact assessment.
- Complete preliminary and final design and permitting.
- Undertake construction of roadway and bridge improvements.

SUSTAINABLE OPPORTUNITIES

- Follow Department of Transportations (Iowa DOT) Federal Highway Administration (FHWA) Erosion and Sedimentation (E&S) Best Management Practices during construction to protect waterways.
- Use recycled materials when feasible.
- Use native plant material for post-construction landscaping.
- Stabilize the banks adjacent to the river with native plant material.
- Remove invasive exotic species.

PRELIMINARY COST

$11,000,000

PROPOSED FUNDING

TBD

FUNDING GAPS

$11,000,000

POTENTIAL RESOURCES

- Iowa Department of Transportation (Iowa DOT) highway funds for roads and bridges.
- Economic Development Administration (EDA).

Highway X99 reopening ribbon cutting

New section of Highway X99

IMPROVE CAPPY RUSSELL LANDING

RECOVERY VALUE (LOW)

Improving the Cappy Russell Landing will provide additional recreation areas for residents and visitors of Oakville. Improvements can also increase quality of life and support local businesses.

PROJECT CHAMPION

Vision Committee

BACKGROUND

Cappy Russell Landing is a local river access point with a boat ramp. The landing is underutilized, siltation and a sandbar restrict the size of boat that can be launched. A jetty or small wing dam is needed to protect boats entering the river from swift waters near the boat ramp. The Great River Road is a popular tourist route and is designated as a bicycle trailway. Improving Cappy Russell Landing will require visitors to drive through town to access the boat ramp, helping to create business opportunities on Russell Street.

GOALS

- Support small businesses by attracting visitors that desire access to the river.
- Expand outdoor recreational opportunities for the community and create walking trails that connect City Park to other recreational areas.

PROJECT DESCRIPTION

This project will provide a paved access road, enhanced boat landing and improved access along the waterway at Cappy Russell Landing. This project links to the commercial, residential and recreational areas of the City. The following improvements are proposed:

- Develop a multi-use boat and small craft launch ramp.
- Develop walking/bicycling paths to link commercial businesses, neighborhoods, parks and access areas to natural resources.
- Clean the existing boat ramp.
- Pave the access road to the boat ramp.
- Install gravel-parking areas.

Cappy Russell Landing

- Develop a pavilion that can withstand flooding and flood current.
- Develop a pier adjacent to the boat ramp and a retaining wall with boardwalk.
- Develop a site to locate picnic areas with restroom facilities.
- Conduct a survey of the waterway at the launch to manage sedimentation.
- Investigate jetty or wing dam upriver of the site to determine possible repair or improvement to reduce current and lessen sand accumulation issues.

ACTION STEPS

- Work with the City Council to present this project to Louisa County Board of Supervisors as a cooperative project.
- Create partnerships with State agencies.
- Research and document funding resources for the project.
- Apply for grants for plan and design development.

Ferry landing park area

SUSTAINABILITY OPPORTUNITIES

- Remove invasive exotic plant species from water and camping areas.
- Use composting toilets in restroom facilities.
- Use recycled and natural materials in pavilion and picnic areas.
- Provide recycling bins and covered animal resistant trash containers.

FINANCIAL CONSIDERATIONS

No specific funding resources have been identified for this project. Potential funding could come through the Iowa Department of Natural Resources (IDNR) and/or the U.S. Army Corps of Engineers (USACE) *Recreation Program.*

PRELIMINARY COST

$580,000

PROPOSED FUNDING

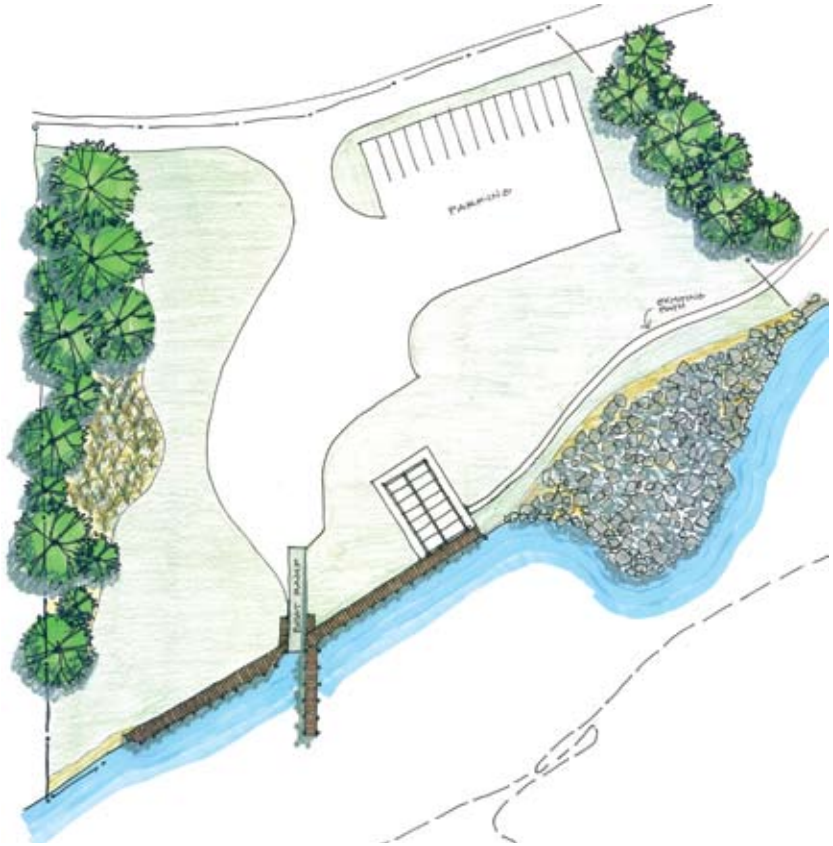
TBD

FUNDING GAP

$580,000

POTENTIAL RESOURCES

- Iowa Department of Natural Resources (IDNR) *Resource Enhancement and Protection (REAP) - City Parks and Open Space Program.*
- National Park Service in conjunction with Iowa Department of Natural Resources (IDNR) *Land and Water Conservation Fund.*
- Vision Iowa - Iowa Department of Economic Development (IDED): *Community Attraction and Tourism Program (CAT).*
- Community Foundation of Louisa County.



Conceptual sketch of Cappy Russell Landing

CREATE TOWN SQUARE PARK AND MARKET

RECOVERY VALUE (MODERATE)

Town Square Park and Market Project provides an opportunity to create an outdoor gathering place for community events and provide a central point for sharing community information. Town Square Park and Market area also helps strengthen the Russell Street commercial area through selling fresh, locally grown produce and other goods. This project supports multiple sectors and will be a visible sign of community recovery.

PROJECT CHAMPION

Oakville Business Association

BACKGROUND

The City has a ninety-nine- (99) year lease agreement from the County on a vacant lot located at the northeast corner of Russell and Ash streets. The lease creates an opportunity for City to redevelop this Brownfield site for community activities. During the planning process, the community discussed and developed ideas to create a Town Square Park and Market on this empty lot. Due to its proximity to the Oakville Community Building, an opportunity exists to create an outdoor gathering space and market area in support of the Russell Street commercial area.

GOALS

Make improvements to public infrastructure to support economic development projects and enhance the quality of life in Oakville.

- Provide an outdoor community gathering space adjacent to the Community Building.
- Design a park to support outdoor market activities and support small business.

PROJECT DESCRIPTION

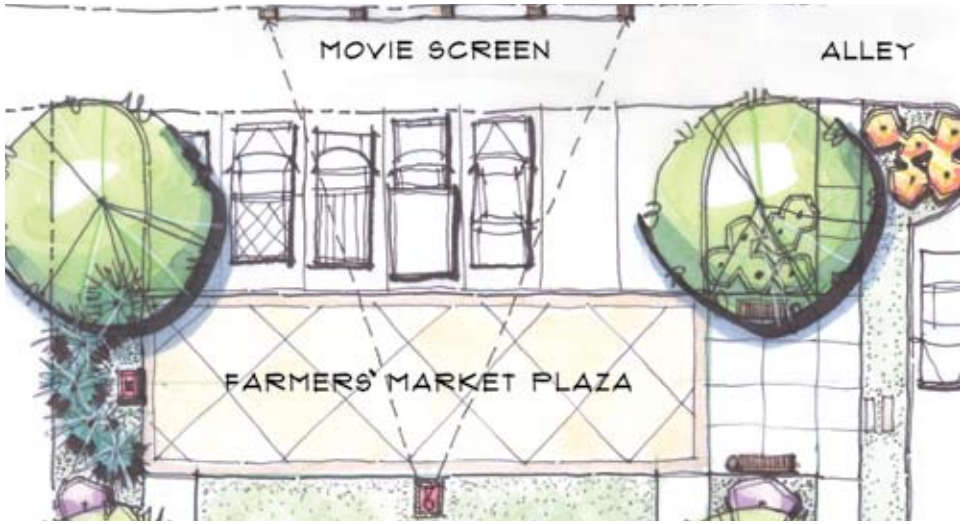
This Town Square Park and Market project is located between the commercial district and the Community Building providing a link between these gathering places. This project proposes the creation of a town square-style park with a gazebo, community bulletin board, small outdoor theater and a market area.

The park would feature a plaza for hosting a weekly farmers' market. An Oakville Farmers' Market has the potential to become a major economic driver for the City, pulling in consumers who will frequent other establishments. A farmers' market provides entrepreneurs an opportunity to sell their wares without investing in storefronts.

Alternate sites were considered for this project including a site on the west side of Russell Street. This site was located adjacent to the residential area of the street and was too far from the Community Building, which is a focal point of the community.

ACTION STEPS

- Coordinate with Louisa County for park construction.
- Coordinate with Iowa Department of Natural Resources for site redevelopment.
- Collaborate with Southeast Iowa Buy Fresh Buy Local for assistance in implementing farmers' market.
- Partner with local growers and cottage business owners to initiate farmers' market.
- Design and build structural and landscape improvements.
- Evaluate Phasing Options.



SUSTAINABLE OPPORTUNITIES

- Use a grass paver system where feasible.
- Use native plant species along planted edge spaces.
- Use recycled content products for park benches and other amenities.
- Place recycling bins along with trash containers.
- Maintain lawn areas using sustainable "green" practices.

FUNDING CONSIDERATIONS

Grants from State and Federal resources will be combined with a program to encourage donations. Donations may be sought in a variety of methods including selling engraved bricks or concrete pavers acknowledging donors.

PRELIMINARY COST

$620,000

PROPOSED FUNDING

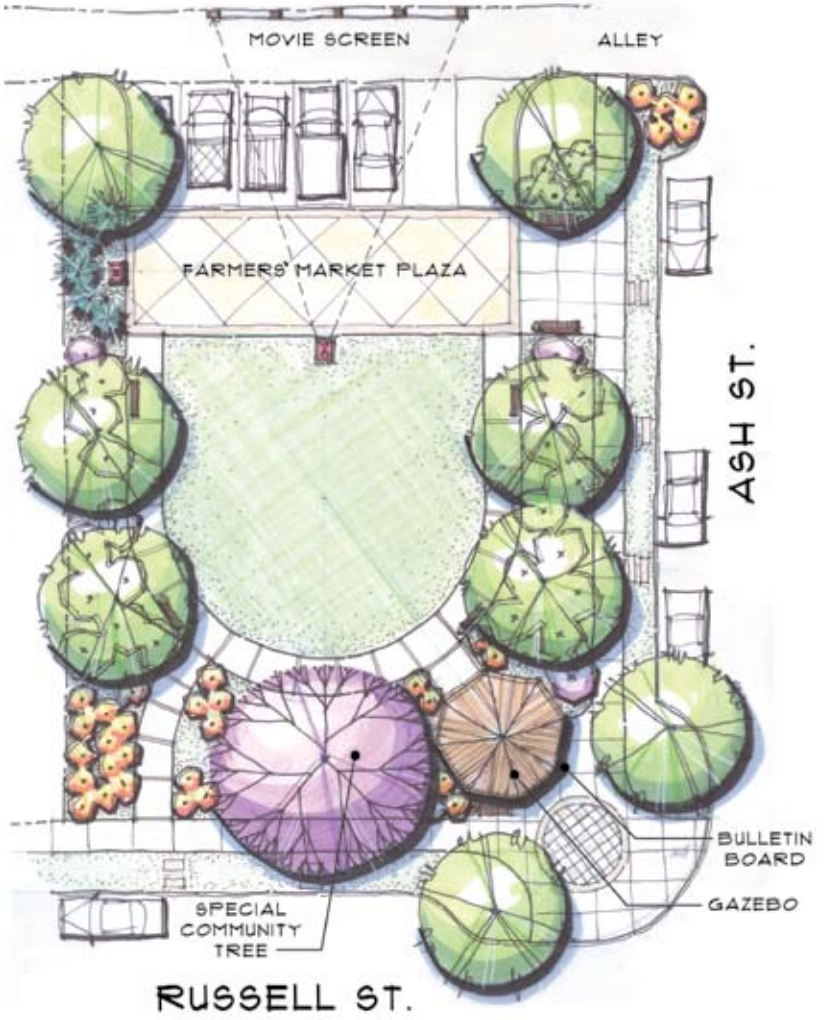
TBD

FUNDING GAP

$620,000

PROPOSED RESOURCES

- Vision Iowa - Iowa Department of Economic Development (IDED): *Community Attraction and Tourism Program (CAT).*
- Community Foundation of Louisa County.



Conceptual sketch of Town Square Park and Market

RENOVATE OAKVILLE CITY PARK

RECOVERY VALUE (MODERATE)
Park improvements can increase the quality of life for residents, draw visitors to the City and increase business and tax revenues.

PROJECT CHAMPION
Vision Committee

BACKGROUND
City Park has been the center of public activity in Oakville for many decades. Baseball, softball, Fire Department fundraisers, Homecoming and other community activities were held in City Park. While the Park is periodically mowed, the ball field is not groomed and does not meet Little League standards so games are played elsewhere. The Flood of 2008 left substantial debris in the Park and it was used as a staging area for clean-up during early response efforts. Dead Slough, a community water feature needs to be cleaned and aerated.

GOAL
Make improvements to public infrastructure to support economic development projects and enhance the quality of life in Oakville.

- Provide recreation and gathering place.
- Establish Park features that have been lost.
- Update and upgrade Park facilities to better serve citizen needs.

PROJECT DESCRIPTION
Improving City Park refurbishes existing facilities and provides additional features. Improvements would include upgrading the ball fields to "Babe Ruth" league standards, cleaning and aerating Dead Slough, refurbishing basketball courts, constructing walking paths and a skate park. This project will provide expanded recreation opportunities for residents and greater use of the park as a recreation resource for visitors to the community.

OPTIONS
The City Park is an important gathering place for the community. Locating playground equipment to a small park within the Phase I rebuilding area is an option. This smaller park would serve families on the east side of Russell Street.

ACTION STEPS
- Develop a master plan for park improvements.
- Research potential funding resources for park improvements.
- Request grant development assistance from the Southeast Iowa Regional Planning Commission (SEIRPC).

SUSTAINABLE OPPORTUNITIES
- Utilize solar power for aeration equipment in Dead Slough.
- Utilize alternative energy and/or high-efficiency lighting.
- Utilize native low maintenance plant material.
- Remove invasive exotic species from waterway and embankments and replace with native plant materials.
- Promote walking by including paths that connect to residential areas.

FINANCIAL CONSIDERATIONS
At this time potential funding for this project has not been identified.

PRELIMINARY COST
$730,000

PROPOSED FUNDING
TBD

FUNDING GAP
$730,000

POTENTIAL RESOURCES
- Iowa Department of Natural Resources (IDNR) *Resource Enhancement and Protection (REAP) - City Parks and Open Space Program.*
- National Park Service in conjunction with Iowa Department of Natural Resources (IDNR) *Land and Water Conservation Fund.*
- Community Foundation of Louisa County.

Baseball diamond in City Park

Playground area

COMMUNITY SECTOR

Oakville has a history as a tightly knit community, with popular town events that instill a sense of pride and community and enhance the quality of life for residents. For example, Oakville hosted an annual Homecoming every June until the early 1990s. This event brought together local townspeople, former residents and their families as well as visitors from neighboring towns and cities.

Like many activities in Oakville, *Homecoming* ended because of a lack of interest. Around the same time, baseball and softball, once so important in Oakville, also ended as organized activities. The once popular ball fields are now seldom used; the concession stand is closed and local ball players travel to other towns to participate in organized leagues.

SAFETY AND SECURITY

By the end of the twentieth century, Oakville had become a "bedroom community." Most residents travelled elsewhere for work and social activities, decreasing the local interaction of neighbors. Some consider this lack of community involvement to be a contributor to the increasing level of crime. The community has identified measures they can take to improve safety and security. As part of the *Rebuilding Strategy*, residents are identifying ways to recapture the sense of place and community and return to the old ways of neighbor helping neighbor.

The projects in the *Community Sector* have been developed as part of the strategy to bring residents back, attract new families and increase investment in the community by businesses and government agencies.

GOALS

Working as neighbors, re-establish Oakville as a safe and secure community:

- Create a *Community Watch Program* to bring neighbors together, provide a support system to increase community action against crime and reduce tolerance for criminal activities.
- Establish a weekly newspaper column in the *Wapello Republican* to keep residents informed of events and items of interest.
- Re-establish community events such as *Homecoming*, town picnics, church suppers and fire department fundraisers.
- Secure staff and a local support structure to implement the *Long-Term Community Recovery (LTCR) Plan (Plan)*.

Residents identified three (3) options to address community challenges. The following projects were developed:

- *Establish Community Watch Program.*
- *Renew the Sense of Community.*
- *Establish Recovery Coordinator position.*

Community Pot Luck

ESTABLISH COMMUNITY WATCH PROGRAM

RECOVERY VALUE (MODERATE)

Community Watch Program supports a safe and secure community and brings residents and business owners together. This program secures the safety of the community and is a catalyst for others to implement recovery projects.

PROJECT CHAMPIONS

Vision Committee

Community Safety and Community Service Work Group

BACKGROUND

A core group of in Oakville has recognized the opportunity to prevent crime and re-establish a close-knit community among the smaller returning population.

GOALS

Create a *Community Watch Program* to bring neighbors together, provide a support system to increase community action against crime and reduce tolerance for criminal activities.

PROJECT DESCRIPTION

Community Safety and Community Services Work Group establishes a formalized *Community Watch Program*. The program promotes neighbors getting to know neighbors and communicating with one another and law enforcement officials. With the cooperation of and direction from the Louisa County Sheriff's Department. The Louisa County Sheriff has offered to install signage at the entrance to town announcing that this is Community Watch Town. The *Community Safety and Community Services Work Group* initiated the program through member recruitment and establishing a community-wide telephone tree.

The *Public Safety and Services Work Group*, the Mayor, City Council, and Sheriff as well as numerous residents, both those returning and those who have moved away, support *Community Watch Program*.

ACTION STEPS

- Schedule a meeting with the Sheriff and other public safety officials to establish the program and outline a timeline for implementation.
- Recruit volunteers.
- Establish and test a telephone tree.

FINANCIAL CONSIDERATIONS

This project has minimal costs beyond copying flyers, purchasing note cards, etc. These minor costs will be borne by project participants.

PRELIMINARY COST

$0

FUNDING GAPS

None

POTENTIAL RESOURCES

No funding required.

View of City Park, an area that is a focus for *Community Watch Program*

Community members meet and discuss *Program* needs

ESTABLISH RECOVERY COORDINATOR POSITION

RECOVERY VALUE (HIGH)

The recovery coordinator guides implementation and ensures connectivity between all recovery-related activities. The coordinator focuses on key recovery projects.

PROJECT CHAMPION

City of Oakville

BACKGROUND

Oakville is a small rural city governed by a Mayor and four (4) City Council Members. There are three (3) paid staff persons employed by the City; a City Clerk (part time), a Public Works employee responsible for maintaining city facilities and a project manager for FEMA Public Assistance projects. The annual operating budget of the City is approximately $250,000. Prior to disaster, this City organization provided adequate service to residents and businesses.

GOAL

Secure staff support and a local support structure to implement the *LTCR Plan*.

PROJECT DESCRIPTION

This project proposes a full-time staff position to focus on the implementation of the *Long-Term Community Recovery (LTCR) Plan*. Oakville faces two (2) implementation challenges. First, to sustain the organization of the *Vision Committee* and *Recovery Task Force Work Groups* that are critical to champion projects. Second, to address the need for staff capacity to coordinate and communicate recovery activities between these groups and the City Council. The coordinator will be responsible for contacting and coordinating with local and state agencies, assisting the *Vision Committee* and *Work Groups*, setting up and facilitating meetings, undertaking grant writing and reporting on plan implementation progress.

Community Vision and *Plan* implementation are dependent on the organization of community involvement by local leadership and the dedication of the citizens to be active in the recovery process. Recovery coordinator activities include focusing on key projects such as *Elevate Highway X99*, Establish a *Community Watch Program* and *Small Business Development Program*.

Home destroyed by Flood of 2008

This position must also work with the Oakville Development Corporation (ODC) to ensure communication between recovery-related activities. An organizational structure for these groups has been drafted and is included in the *Appendix* as a reference to guide the community recovery activities.

ACTION STEPS

- Identify and research possible funding sources for this position.
- Develop job description and work plan.

SUSTAINABLE OPPORTUNITIES

- Provide training to the recovery coordinator on *Leadership in Energy and Environmental Design (LEED) Certification* process.

PRELIMINARY COST

$100,000 (2 year position)

PROPOSED FUNDING

TBD

FUNDING GAP

$100,000

POTENTIAL RESOURCES

- U.S. Department of Housing and Urban Development (HUD) *Community Development Block Grant (CDBG)*.
- Economic Development Administration (EDA).

RENEW A SENSE OF COMMUNITY

RECOVERY VALUE (LOW)

This project strengthens social relationships and promotes a positive image to attract investment from business interests and from State and Federal agencies.

PROJECT CHAMPIONS

Vision Committee
Community Safety and Community Service Work Group

BACKGROUND

Oakville has a history as a tightly-knit community. Residents fondly recall events such as *Homecoming* where current and former residents had an opportunity to gather at an annual party in the City Park. In addition to *Homecoming*, the community held events to raise funds for the Volunteer Fire Department and submitted weekly "Notes from Oakville" to the newspaper. Many of these traditions have been abandoned. The recovery planning process that followed the disaster brought the community back together and initiated discussions highlighting the importance of events to recreate a sense of community.

GOAL

Establish a weekly newspaper column in the *Wapello Republican* to keep the residents informed of events and items of interest in town. Re-establish community events such as *Homecoming*, town picnics, church suppers and fire department fundraisers.

PROJECT DESCRIPTION

Reinstating former events and establishing new events will create a renewed sense of community in Oakville. *Public Safety and Service Work Group* identified six (6) activities that, if started, would support the *Oakville Community Vision Statement*. Many of these events would occur in the City Park, at the newly refurbished Community Building or at the Town Square Park. This project also helps create opportunities for small business by attracting visitors and promoting an attractive environment. The project activities include:

- Re-establish *Homecoming*:
  It is proposed that the next *Homecoming* be held at the City Park in June 2009 as a special "thank you" event. Volunteer flood response workers are invited to return to Oakville at the one- (1) year mark. They will be able to see the progress the town has made during the twelve (12) months after the flood and residents will have the opportunity to express their appreciation for volunteers' efforts in flood fighting, disaster response and recovery projects.
- Organize community events in City Park or at the Community Building.
- Recruit new volunteer firefighters and hold fire department fundraisers.
- Promote Girl and Boy Scouts to increase social interaction in a positive atmosphere for the youth of Oakville and adults who are able to volunteer.
- Organize a "clean-up day" and initiate a small-scale *City Beautification Program*.
- Establish "Notes from Oakville," a weekly column in the *Wapello Republican* written by a resident.

ACTION STEPS

- Establish a community task force to organize and schedule *Homecoming* in 2009.
- Solicit contributions from readers for the weekly "Notes from Oakville" newspaper report.
- Promote youth organizations and groups such as Girl and Boy Scout troops.

Events like the Pot Luck enhances a sense of Community spirit

Oakville Community Center

- Establish a small-scale *City Beautification Program*.
- Promote City Park improvements.

FINANCIAL CONSIDERATIONS

Support for this project is coming from the *Safety and Community Services Work Group* and is gaining wider support from the community as shown during City Council working meetings. *Homecoming* was, in the past, and could be in the future, self-supporting. program that may require additional funding.

PRELIMINARY COST

Cost determined on an event basis.

ANTICIPATED BUDGET

Budget to be prepared on an event basis.

POTENTIAL RESOURCES

- Community Foundation of Louisa County.

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Rehabilitated home

NEXT STEPS

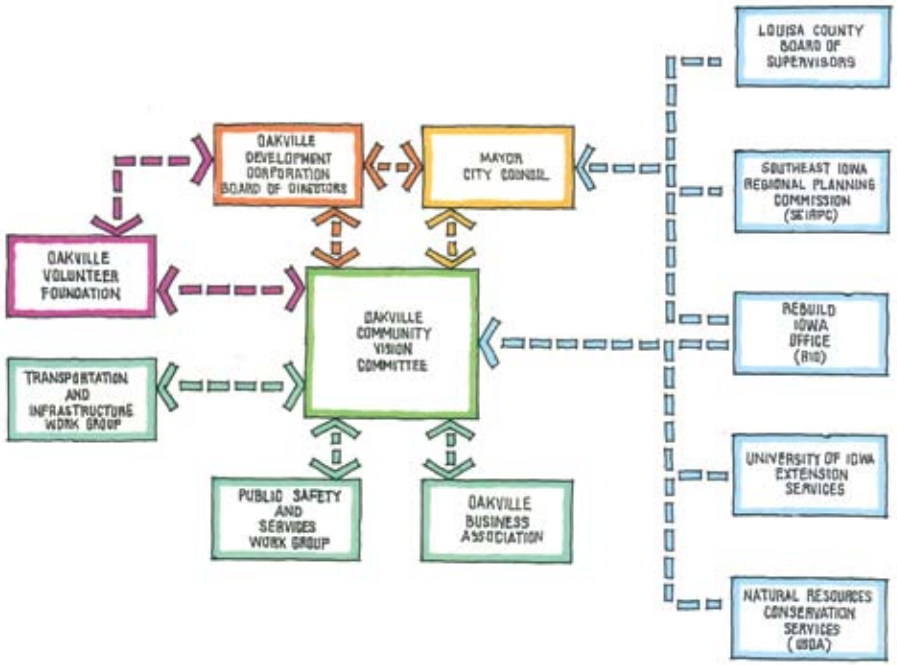
Responsibility for adopting and implementing recovery strategies, initiatives and projects remains with the community guided by its civic and elected leadership. Assessing impacts on recovery should guide defining implementation priorities. For example: *Does one (1) step make four (4) others possible? Is the step being considered dependent upon the completion of some other action or activity? Does completing this recovery project build excitement and community momentum? Restore hope?* The answers to these questions, in part, help a community determine both immediate and long-term value of the project to community recovery.

Generally the following principles guide implementation priorities:

- Focus on projects/strategies that will have the most impact on recovery when completed.
- Move forward on projects/strategies that can be completed quickly, have significant public support or have available funding. Completion of these initiatives or projects creates significant visibility for recovery and helps solidify community and political support for continued recovery activities.

Organization for recovery planning has transitioned into an organization for project implementation. Residents participating in the *Work Groups* and committees will begin using the planning tools provided by the ESF #14 Long-Term Community Recovery (LTCR) Team (Team). Many of the projects identified in this *ESF #14 Long-Term Community Recovery Plan (Plan)* are already being discussed for implementation. Outside agency staff have been invited to *Work Group* meetings to provide technical assistance and guidance.

The *Oakville Community Vision Committee* will continue to be a focal point for project implementation. *Work Groups* will continue to refine projects and report to the *Vision Committee*. Coordination of agency resources will be undertaken by the *Vision Committee* through Rebuild Iowa Office (RIO). This enables the community to communicate projects and programs to outside agencies for assistance with resolving problems and identifying funding sources.



Researching and applying for project funding is a key step in recovery. Each part of the community recovery organization has identified next steps such as:

Action Steps

City Council

- Contract for zoning services with the Southeast Iowa Regional Planning Commission (SEIRPC).
- Coordinate with County officials for recovery project support.
- Develop communication schedule and methodology with *Vision Committee*.

Vision Committee

- Coordinate political leadership meetings with the City Council and other groups.
- Coordinate with project champions and *Work Groups*.
- Establish and foster the growth of Oakville Development Corporation (ODC).
- Appoint board members for ODC.
- Coordinate with *Oakville Volunteer Foundation*.
- Maintain regular communications schedule with RIO.

Louisa County
City of West Burlington

Southeastern Community College
Iowa State University
University of Iowa

U.S. Department of Agriculture Natural Resource Conservation Service (USDA)

Rebuild Iowa Office (RIO)
State of Iowa

City of Oakville
Community Vision Committee and *Recovery Task Force*
Community Youth Group
TriOak Foods
Oakville Volunteer Foundation
Southeast Iowa Regional Planning Commission (SEIRPC)

Oakville Volunteer Fire Department
Solid Rock Baptist Church
Oakville United Methodist Church
Oakville Community Club

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APPENDIX

APPENDIX

Long-Term Community Recovery Options Summary Table

Community Recovery Organizational Chart

Oakville Development Corporation Organizational Chart

Recovery Phasing and Zoning Map

Recovery Projects Map

Conceptual Project Sketches

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ESF #14 LONG-TERM COMMUNITY RECOVERY STRATEGIES - Oakville, Iowa

ALTERNATIVES	ACCESS ROADWAY, SUBDIVISION DEVELOPMENT AND HOUSING	Notes	WATER WELL AND TREATMENT SYSTEM	PACKAGE SEWERAGE TREATMENT PLANT	COMMUNITY BUILDING/CITY OFFICE	BUSINESS (5000 sq. ft. build)	ARCHITECTURE/ENGINEERING	CONSTRUCTION MANAGEMENT (10%)	LOW RANGE	HIGH RANGE
OPTION 1 - Community Relocation Strategy - 54 Lots	$10,772,000	**	$474,500	$229,000	$480,000	$535,000	$670,000	$732,000	$13,892,500	$17,365,625
OPTION 2 - Selective Relocation Strategy - 36 Lots New Subdivision - 18 Existing Houses	$7,600,000	** *	$0	$0	$0	$535,000	$325,000	$355,000	$9,115,000	$11,393,750
OPTION 3 - Rebuilding @ Existing Location - 54 Lots	$4,951,500	*	$0	$0	$0	$535,000	$53,500	$60,000	$5,600,000	$7,000,000

TABLE NOTES:

*** Price From Oakville Development Corporation**

**** 54 Homes - Price Fom Wausau Homes For 912 Square Foot Dwelling Price Includes Foundation - No Flat Work. $108,000**

***** Represents 36 Homes Based Upon the Price ($108,000) From Wausau Homes And 18 Homes Having Average Sales Price($56,300) From Louisa County Web Site For Homes Sold Last 3 Months. (http://www.louisacountyiowa.org/ Go To GIS Website)**

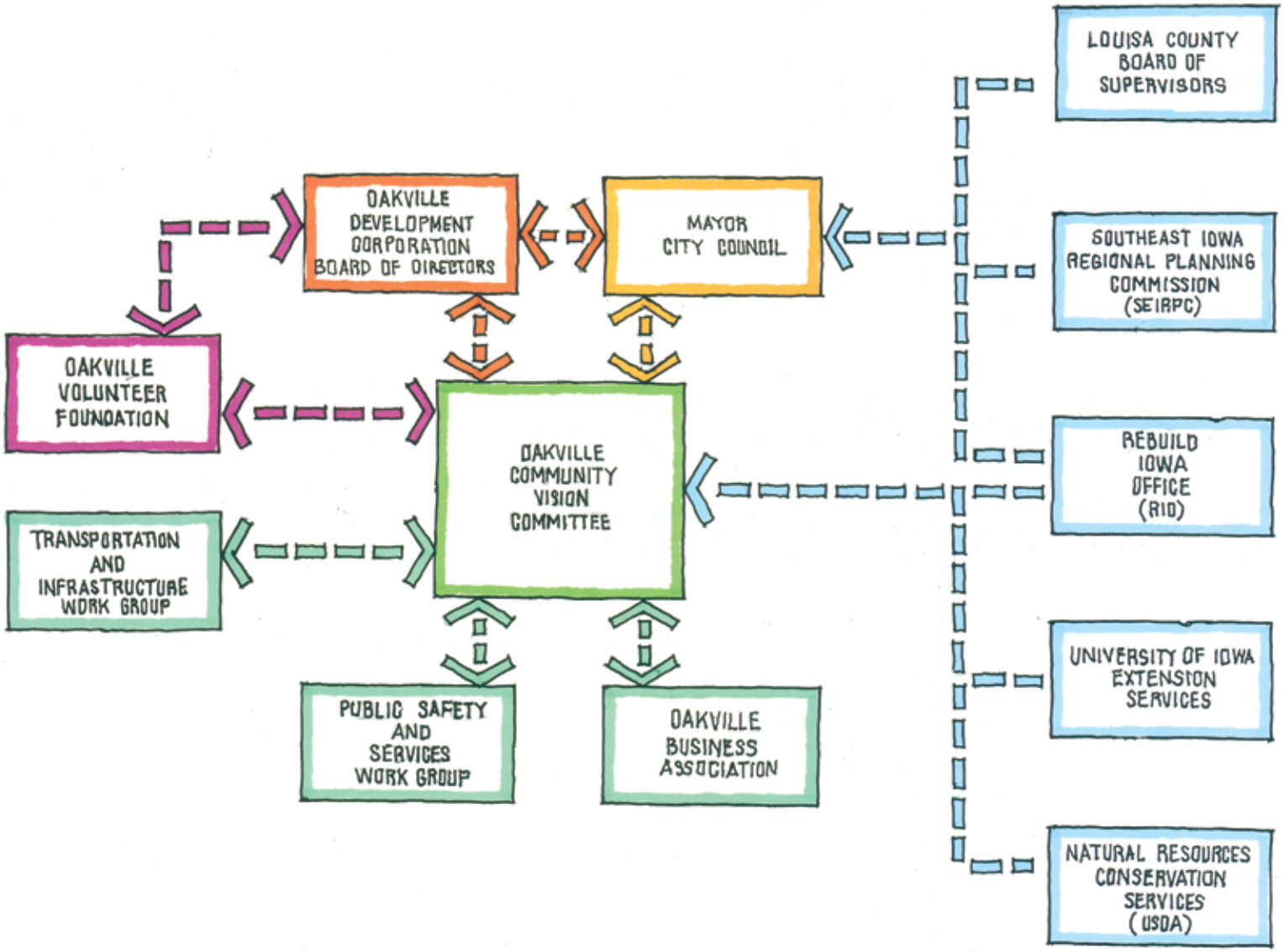
The Low Range total for Option 2 includes funding in the amount of $300,000 for housing gap funding assistance. Options 1 and 3 do not include this funding.

The High Range reflects the sum of all project costs and a 1.25% multiplier for contingencies.

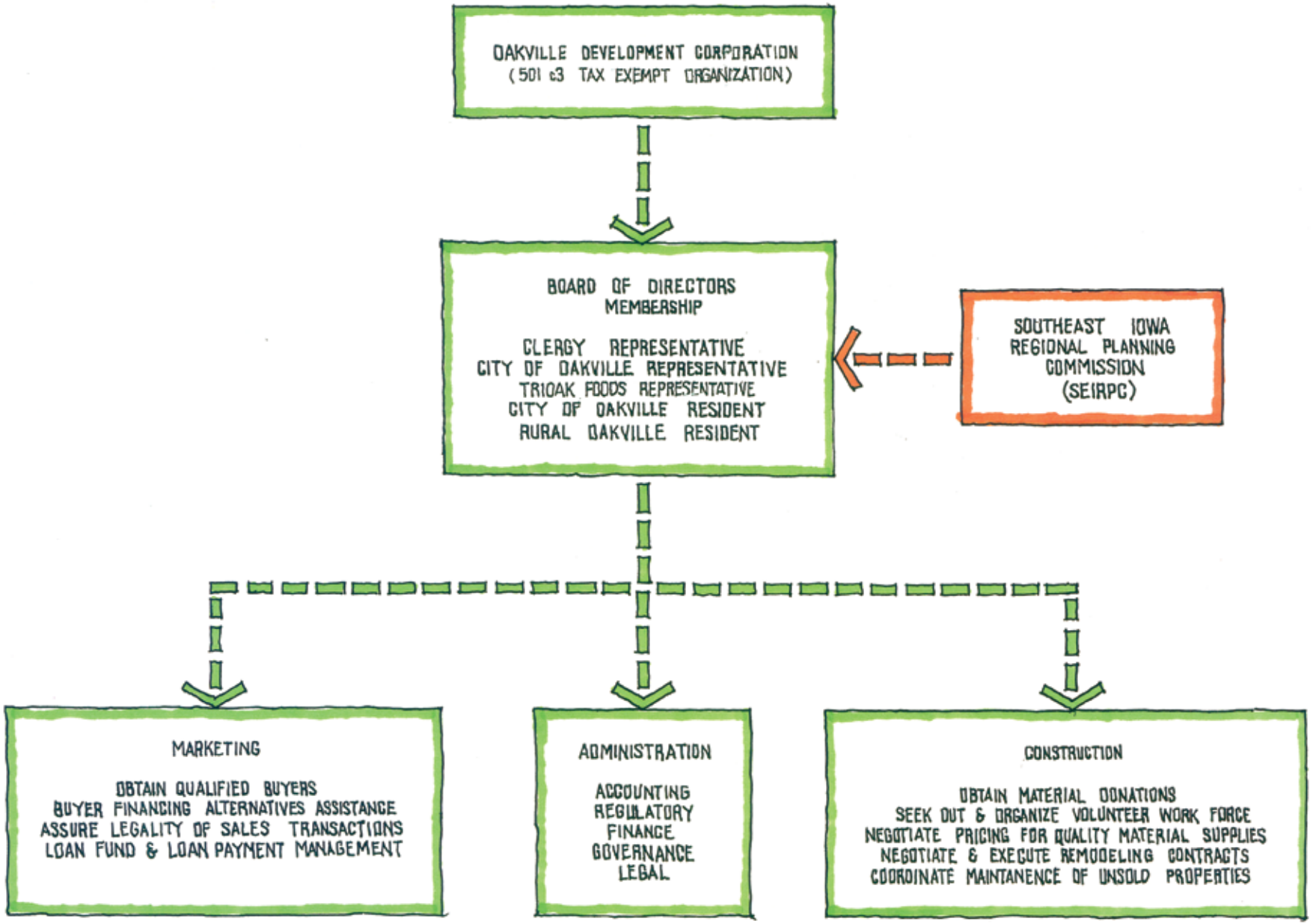
Additional Notes:

1. Relocation plan developed by a local citizen was modified to 54 lots in order to facilitate comparison with the Rebuild Option.
2. This reduction was also based on communication from members of the Oakville Community Vision Committee who provided information that 40 to 50 households had already made or were in the process of making housing decisions.

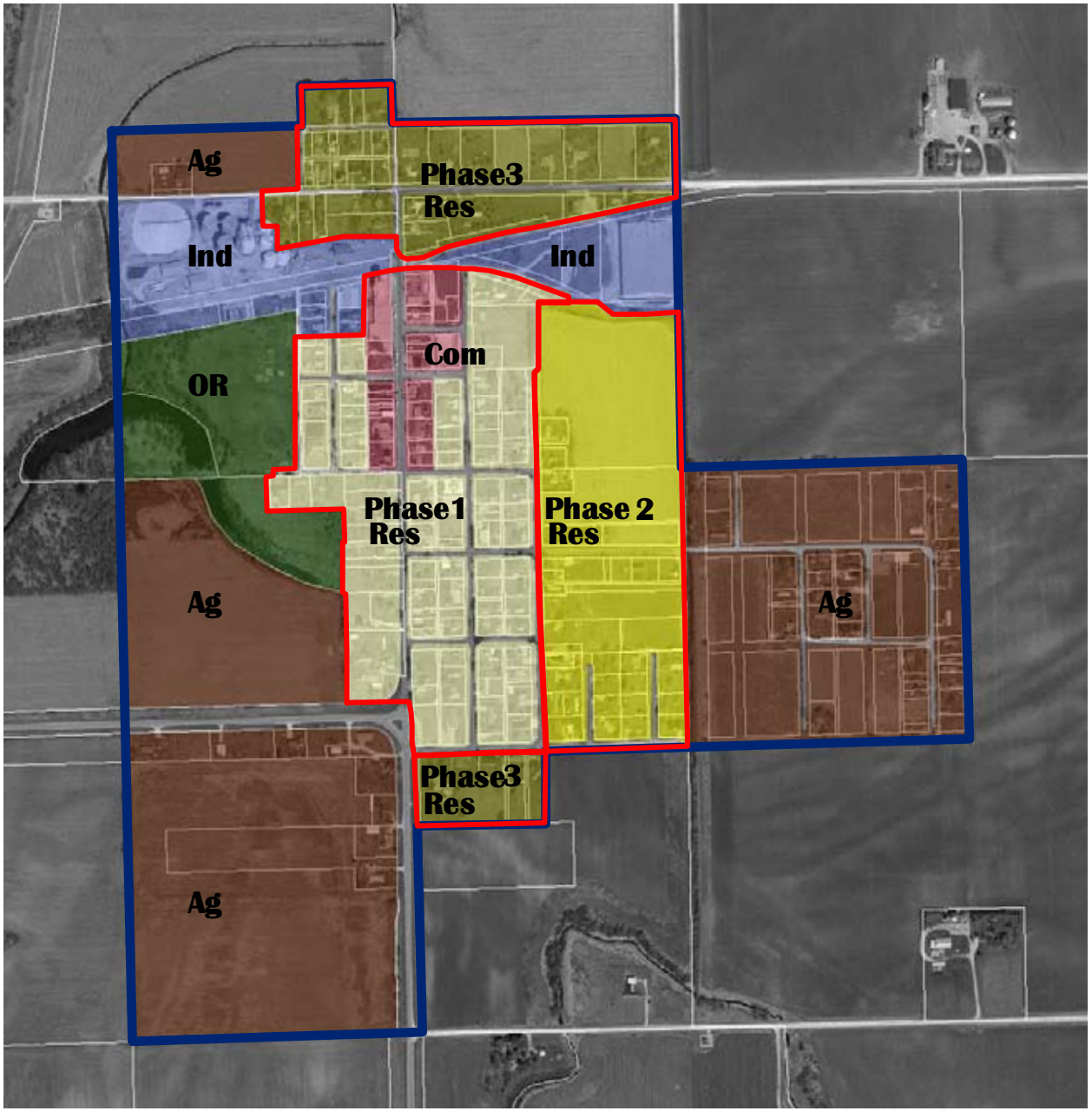
COMMUNITY RECOVERY ORGANIZATIONAL CHART

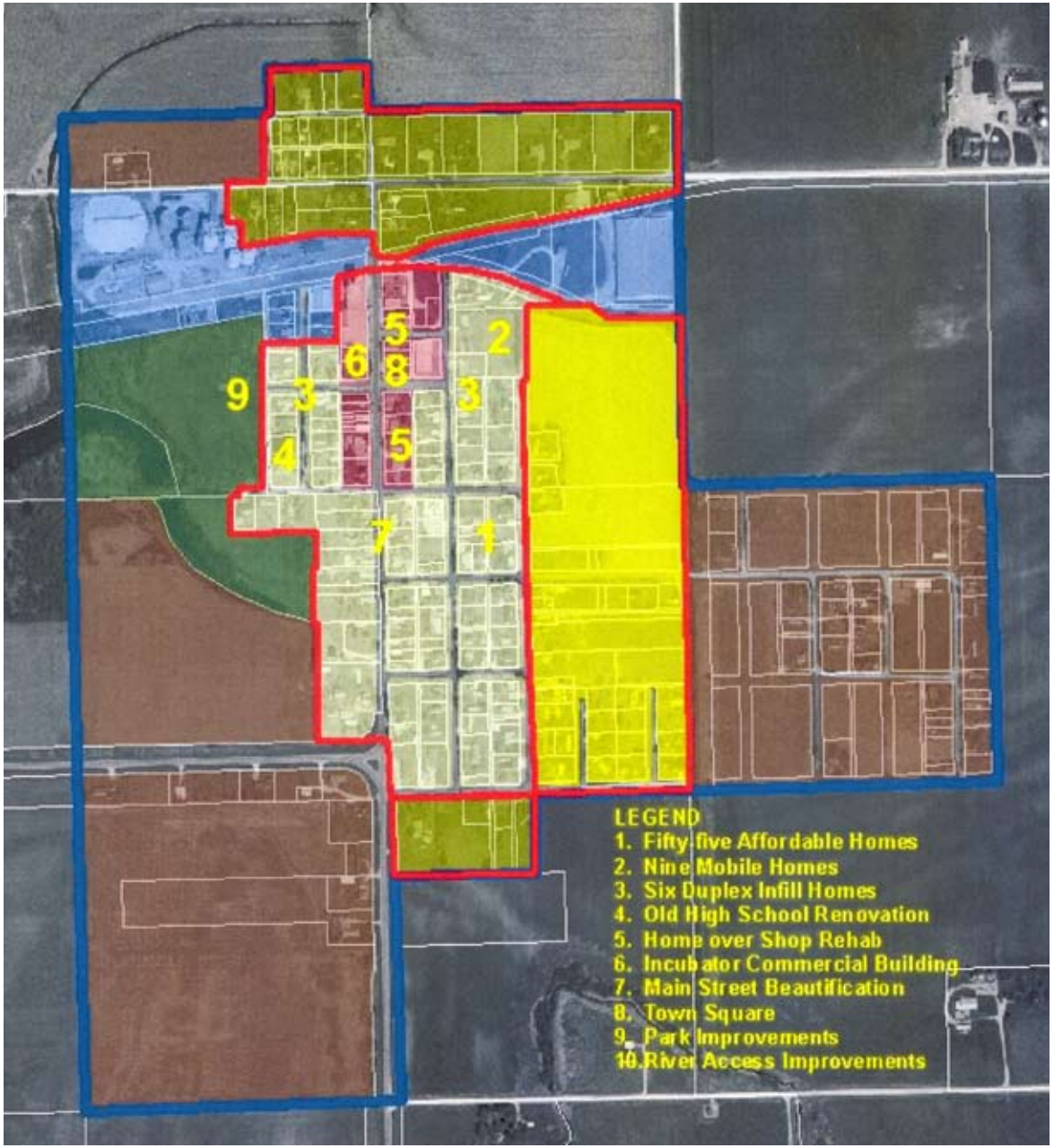


OAKVILLE DEVELOPMENT CORPORATION ORGANIZATIONAL CHART



RECOVERY PHASING AND ZONING MAP




5
2
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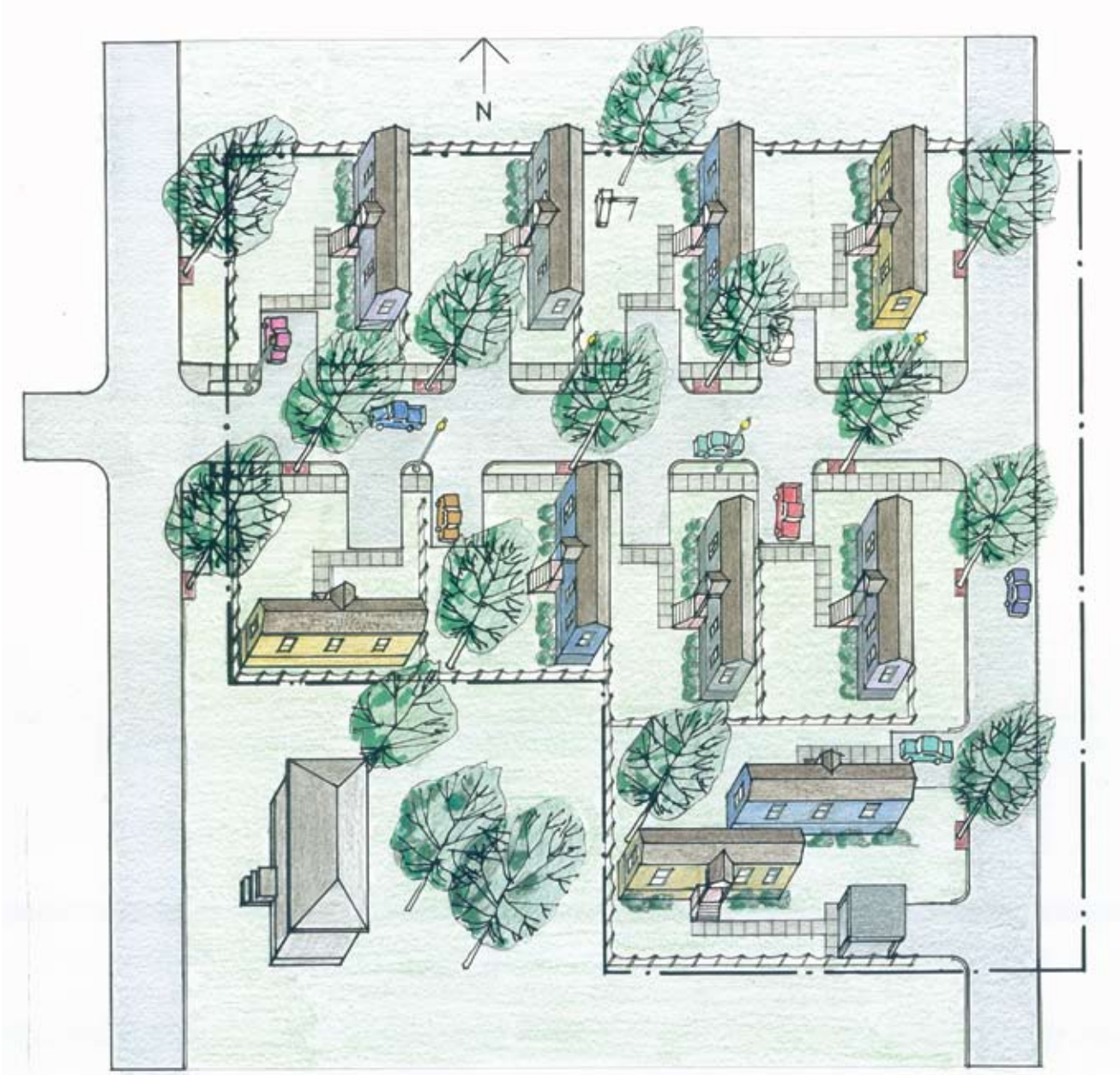
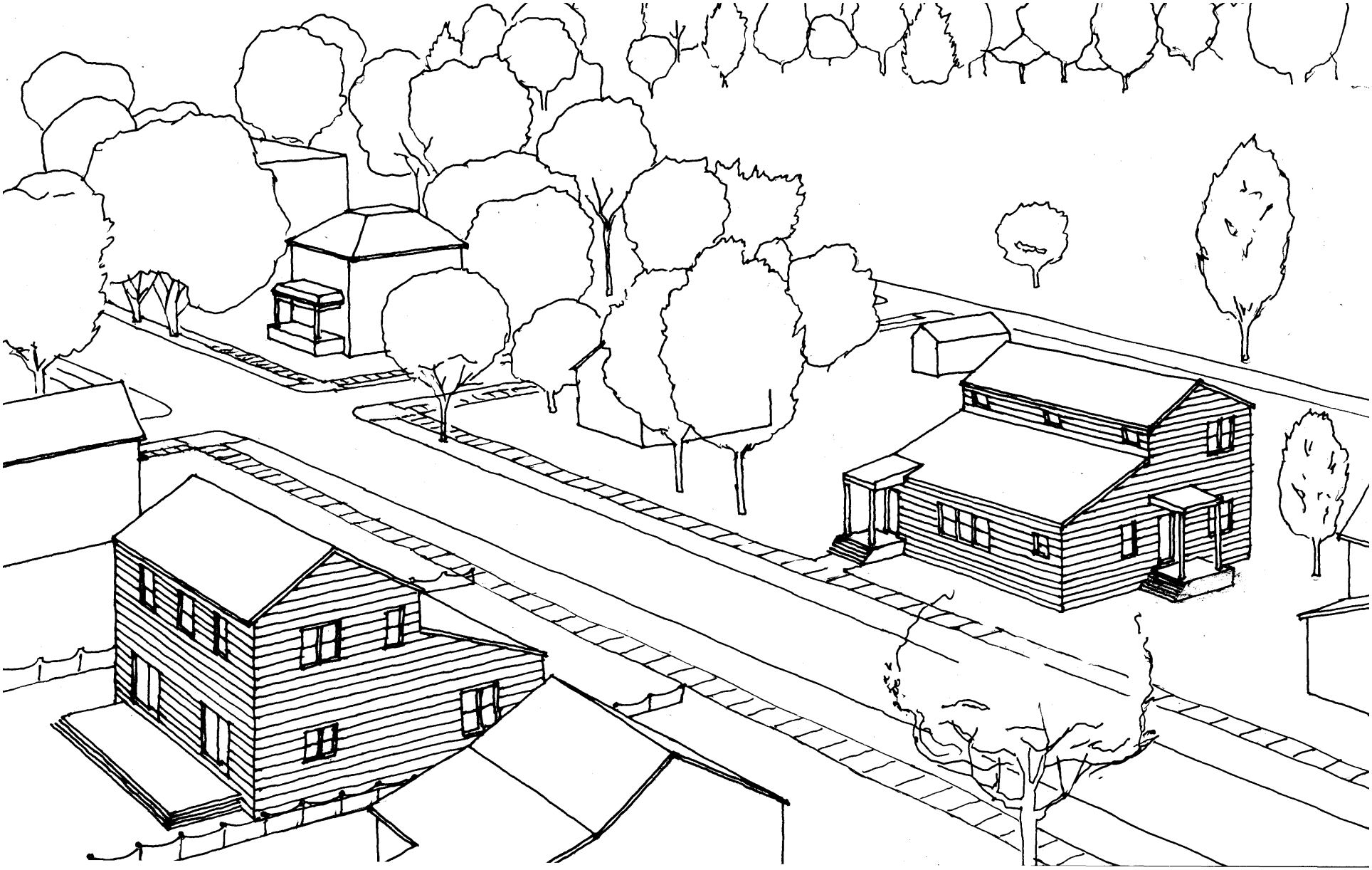
LEGEND
1. Fifty five Affordable Homes
2. Nine Mobile Homes
3. Six Duplex Infill Homes
4. Old High School Renovation
5. Home over Shop Rehab
6. Incubator Commercial Building
7. Main Street Beautification
8. Town Square
9. Park Improvements
10. River Access Improvements

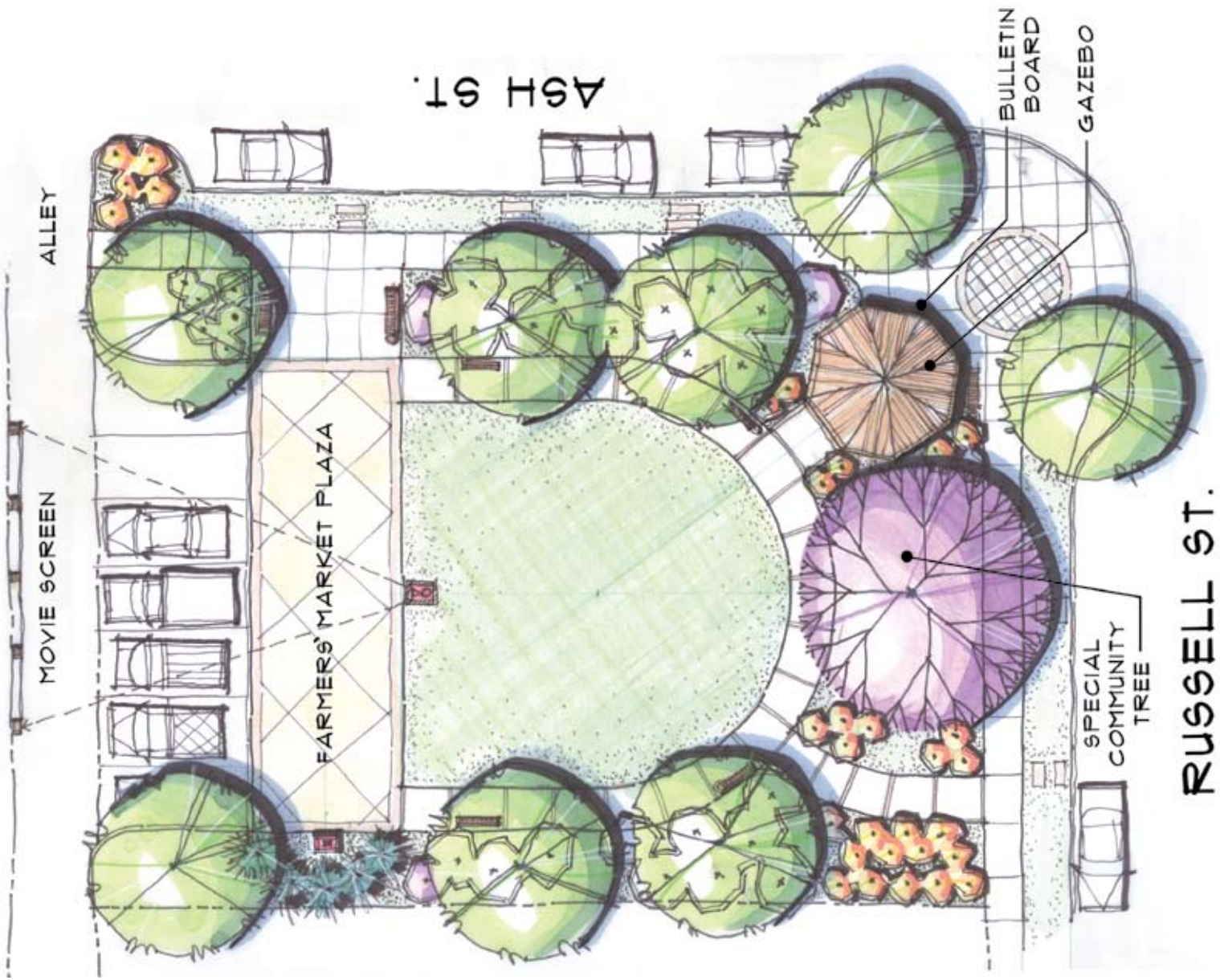
MOBILE HOME PARK CONCEPT SKETCH



DUPLEX INFILL HOUSING CONCEPT SKETCH



CAPPY RUSSELL LANDING CONCEPT SKETCH


ASH ST.
BULLETIN BOARD
GAZEBO
ALLEY
MOVIE SCREEN
FARMERS' MARKET PLAZA
SPECIAL COMMUNITY TREE
RUSSELL ST.

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TriOak Foods Feed Mill on Russell Street

FARMERS' MARKET PLAZA

ASH ST.